

CA2 φN  
Hφ 78  
-74 P05

# The North Pickering Project

**COMMUNITY  
DESIGN**  
a compendium of  
discussion papers  
on housing



Ministry of  
Housing

Ontario

plantown  
consultants limited

**BACKGROUND  
PAPER 5**

*This report was prepared as background material in the planning of the North Pickering Planning Area and does not necessarily constitute a recommendation of the Ministry of Housing nor approval of the Government of Ontario.*

CAZØN  
HØ78  
-74P05

**BACKGROUND  
PAPER No. 5**

**on:  
COMMUNITY  
DESIGN**

**a compendium of  
discussion papers  
on housing**

**for:  
THE NORTH  
PICKERING  
PROJECT**

**JUNE 1974**

plantown  
consultants limited



## CONTENTS

INTRODUCTION

PART ONE:  
GOALS AND ASSUMPTIONS FOR A HOUSING POLICY

PART TWO:  
A COMMENTARY ON 'HOUSING ONTARIO /74' AND ITS IMPLICATIONS  
FOR NORTH PICKERING

PART THREE:  
FINDINGS OF THE ADVISORY TASK FORCE ON HOUSING POLICY

PART FOUR:  
INNOVATION IN HOUSING



Digitized by the Internet Archive  
in 2024 with funding from  
University of Toronto

<https://archive.org/details/39192403090269>

## 1.0

INTRODUCTION

The development and implementation of an efficient and comprehensive housing policy for North Pickering is indispensable to the viability of the new community. If an innovative and vital housing strategy is to be implemented with any degree of success, it will be essential that the Provincial Government function as a conjunctive agent between private and public concerns and to keep in mind the overriding necessity for an 'organic' housing policy which is both realistic and definitive; that is, one which clearly covers all aspects of community development including: the need/affordability relationship, cost stabilization, diversity of life style and individual preference, planning considerations for future growth and social mobility, and the maintenance of equitable community standards.

This collection of papers serves to clarify outstanding housing issues of relevance to a new community at North Pickering. There is a particular emphasis on housing goals and objectives derived from a review of the Advisory Task Force observations and the policies and programmes of the ministry of housing. These stress a practical approach to housing, elucidating the particular provincial 'targets' and responsibilities.

In the final analysis what is presented is a statement of possible plans and policies along with observations and recommendations which, if properly implemented, could provide adequate accommodation for all income groups in an 'experimental' new community. The focus would be on the organization of an environment which would match the system to the individual, with the special needs of the individual in mind. This notion includes strategies for the amendment of existing housing practices, a re-evaluation of housing economics and criteria of livability and a program of innovation in both housing design and housing policy. Special attention must be given to the provision of 'supportive' housing to accommodate the needs of the elderly, the handicapped or low-income groups. Policy, in other words, must reflect need, especially in the area of assisted, community sponsored and low and moderate income housing.

Community and public participation in housing plans and programmes is basic to self-determination and community identity; however, as explained in the Advisory Task Force paper, there must be a clear distinction between regional responsibility for local considerations and provincial government responsibility for issues of province-wide significance.

**Part One:**  
goals and assumptions  
for a housing policy



## PREFACE

The following paper outlines ten fundamental goals which, if successfully realized, would most effectively serve the housing concerns of the New Community in North Pickering.

Each goal is supplemented by a set of related assumptions which are, in effect, both abbreviated reviews of the implications of each and suggestions for tenable strategies which can be implemented in a productive and workable housing policy.



## CONTENTS

	<u>Page</u>
Goal 1	I-1
Goal 2	I-2
Goal 3	I-3
Goal 4	I-4
Goal 5	I-5
Goal 6	I-5
Goal 7	I-6
Goal 8	I-6
Goal 9	I-7
Goal 10	I-7



GOAL 1      To provide housing accommodation for the entire spectrum of social and economic need.

The housing market consists of

1. those able to afford good housing in the private market,
2. those able to pay a full-recovery shelter cost given moderate housing standards and the most favourable amortization terms,
3. those unable to pay a full-recovery shelter cost and hence requiring a subsidy to bridge the gap between housing cost and paying ability.

It is assumed that N.P.C. is a comprehensive community available to all segments of the housing market. Questions of how much housing and how accomplished, arise for each category.

An assumption of 'how much' might be:

- private market housing (ownership or rental)  
60% of all units.
- full recovery housing (non-profit, cooperative)  
20%.
- rent-geared-to-income subsidized housing  
20%.

An assumption on 'how accomplished' might be:

- private market housing primarily by the private development sector but with incentives or stipulations to relate this housing generally built to a lower cost product. This may involve for example - smaller less opulent no frill houses on more modest sized properties to provide a large inventory of moderately priced housing; it may involve production targets related to income levels; it may involve innovations of a technical and production and marketing nature to achieve low priced house design. Land-lease arrangements may be utilized to a considerable extent. (See HOME program)
- non-profit housing may require initial sponsorship at Governmental levels until community sponsorship becomes feasible. This is a key area for a comprehensive housing policy.

- subsidized housing will be realized on a non-project basis involving such devices as rent supplement and targeted integrated housing proposals.
- the elderly form a large part of the assisted housing requirement.

GOAL 2 To provide housing accommodation for people with a wide range of values, preferences, life styles and individual and family circumstances.

Such diversity of choice requires a complete diversity of the residential environment and of its dwelling types and requires a matching diversity of conditions of occupancy and tenure. People sort themselves out as single individuals, couples, groups or families and so determine the generation of households. This in turn establishes the inventory of dwellings required - rooms, flats, apartments, single houses, semi-detached houses, rows, terraces all reflect peoples shelter necessities, preferences and economics.

The basic dwelling forms, permitting a broad range of innovations, are the single and semi-detached houses and the various forms of multiple housing. These latter are fundamentally differentiated into 2 categories determined by ground relationship and density considerations.

- low density multiples - which are on the ground.
- higher density multiples - at moderate densities, for example, walk-up garden apartments which are ground related. - at increased densities like elevator apartments which are not ground related.

Within all housing forms, conditions of tenure may vary between individual ownership or mutual ownership (condominiums, cooperative) and rental circumstances. Mixed tenure where land is leased and dwellings are owned is also possible.

Quantitative aspects of the relationship between people, dwellings, land and community form pose qualitative issues about the new community. Decisions regarding the range of dwelling types, their occupancy and their mix will predetermine for North Pickering such aspects as:

- how dense the community will be on expensive serviced land.
- how broad or narrow will be the range of life styles.
- how costly will be the housing economic determinants.
- how the residential environment must respond to land planning, property characteristics, street patterns and servicing systems.
- how sensitive and innovative will be the matching of people, land and dwellings.

An assumption on dwelling mix might be,

low density - singles	20%	@ 6 du/net resid. acre
- semis	20%	@ 10 du/net resid. acre
middle density multiples		
	35%	@ 15 du/net resid. acre
higher density multiples		
	25%	@ 40 du/net resid. acre

resulting for broad planning purposes in,

3.4 persons/household  
 45 persons/net residential acre  
 13.4 du/net residential acre

### GOAL 3

To provide a new community structure shaped by social aspects of urban living and valid at various stages of growth. Maximum flexibility for change and for community self determination should be provided.

Beyond consideration of the individual dwelling there is the larger residential environment. Its physical and social characteristics define the collectives of precinct, neighbourhood, community, town, sub-region and region.

For social and staging reasons, community design is frequently based on a cellular urban residential structure. Care must be taken that the heirarchy does not get in the way of the high mobility, flexibility and choice which is the essence of the overall community.

An assumption on the anatomy of community structure might be,

1. the precinct - a traffic-free modest sized group of dwellings possibly sharing facilities and spaces; traffic free; 100 units, 3 or 400 persons.
2. the neighbourhood - approximately 1500 dwellings or 4,000 to 5,000 persons usually grouped about appropriate social, recreational, educational, corner store and child care facilities. The neighbourhood carries only a modest social burden and is too parochial for a rich and varied experience. Child safety, traffic isolation are its main generators.
3. the sub-community or district - cluster of from 15,000 to 30,000 persons with major convenience shopping, secondary and post secondary education, social, recreational, cultural, institutional provisions - a broad range of activities.
4. the overall community - with the full complement of urban facilities and opportunities.

GOAL 4 To provide an adequate housing supply at reasonable costs within a sound planning framework.

The objective of achieving lower housing costs will affect social, economic, and physical aspects of the concept of North Pickering.

Assumptions regarding lower cost housing,

- Social implications will bear upon the range and delivery of social services and the search for diversity within the community.
- Economic implications will be primarily a matter of land cost and land tenure and a matter of focusing low amortization type financing on the assisted segments of the housing inventory. If the endeavour to achieve less costly housing is successful, interesting questions arise of who is eligible for the bargain and under what conditions - a big question. Physical implications of lower housing costs may, for example, involve
  - dwelling types, their nature, size, equipment, standards and mix,

- residential density and overall community density to make appropriate use of that expensive urban commodity, serviced land.
- patterns of occupancy and ownership.

GOAL 5 To evolve regulations and standards of a zoning and building nature to assist in achieving housing economics and to encourage new dwelling and site planning techniques.

Many standards go far beyond requirements for health safety and convenience. Still others impose occupancy standards of a suspect nature, related to social cooperation of households. These regulations frustrate the goal of providing housing for all social and economic segments of the community.

An assumption regarding regulations might be,

- that an attempt be made to evolve regulations to rationalize conventional residential design and encourage and permit new dwelling forms and siting techniques based on positive criteria of livability and cost consequences yet protective of overall enduring community quality.

GOAL 6 To provide for a reasonable growth rate of the new community matching its short and long term expected demographic characteristics.

Ontario's demand will be for about 60,000 new dwelling units per year. The objective is to make available for rapid housing production significant amounts of reasonably priced serviced land as North Pickering's contribution to relieving the housing shortage.

An assumption regarding staging and growth might be,

- that N.P.C. anticipate a general growth rate of approximately 5,000 persons or (3.4 p/h) 1300 units/year. This would represent about 1/46 of the annual Provincial growth or 1/13 of Metro Toronto's 20,000 unit annual growth. 5,000 persons is a frequently experienced annual pace of growth without social or physical difficulties.

Growth should be capable of stop-start decisions involving agricultural-urbanization decisions or optimum community size decisions without damage to the community. This requires a balanced viable community at various stages and is a marked characteristic of cellular structure.

GOAL 7 To encourage innovation and experiment in housing.

Innovative potential lies in two major aspects,

- housing policy innovations
- housing design innovations

Each of these have social, economic and technical areas of concern.

An assumption regarding innovation might be,

- experimentation and innovation in housing matters should characterize the new community. Possibly special areas should be designated free of constraints for housing experimentation. Monitoring is an essential component of experimentation.

GOAL 8 To encourage direct participation of community groups and municipalities in the production, ownership and management of lower cost housing.

The consumer of housing is one of three kinds,

1. able to afford adequate housing, owned or rented, in the private market.
2. able to pay a full-recovery shelter cost given moderate housing standards and the country's cheapest money. This is the "middle-way", the non-profit or cooperative field. It is this segment that the quoted comment presumably refers to.
3. given the conditions outlined for full-recovery, unable to pay for adequate shelter and hence requiring a subsidy to bridge the gap between housing costs and paying ability.

These two last categories are sometimes called social or assisted housing.

A workable housing policy must provide correctly for all three circumstances. No one or no pair will suffice.

An assumption regarding non-profit housing might be,

- N.P.C. should be characterized by an innovative and substantial commitment to the middle range of full-recovery social housing. This alone can provide the social, economic and physical continuity between bottom and top of housing accessibility. Possibly within this middle system would be inserted the subsidized housing component in an unidentified manner. People would move through the 3 categories of ability to pay, rather than move physically through "projects" of each sort. North Pickering might experiment in a thorough and meaningful way in such a comprehensive approach. Incidentally, as such social housing should never be physically isolated and identifiable but should be included in the general housing stock (subject to proper demographic matching of people to bedroom, etc.) the effect of such an invisible housing policy on community design might be itself largely invisible.

GOAL 9 To broaden public participation in housing policy formulation and action.

It is desirable and necessary for the government to bring about open consultation among all the parties concerned including local residents.

An assumption regarding participation might be,

- North Pickering should insert into the community participation process awareness of the realities of the housing crisis and the place of low income housing within it.

GOAL 10 To respond to the stated role of the Ministry of Housing to help develop policies and productive targets that are consistent with the Province's overall housing policies. Municipalities will be required to submit to the Ministry of Housing, statements of housing policy that include productive targets and levels of funding. (See partnership statement, p. 42 of Housing Ontario/74)



**Part Two:**  
a commentary on 'Housing Ontario/74'  
and its implications for North Pickering



## PREFACE

In Housing Ontario 1974, the Ministry of Housing presented an initial statement of policies, programs and partnerships.

This commentary is a preliminary attempt to relate the Ministry's proposals to North Pickering Community.

To do this, statements from Housing Ontario 1974, which might well bear upon a housing policy for North Pickering, are each followed by a brief comment regarding possible implications for the new community.

This commentary is intended to do no more than facilitate and initiate considerations and discussion of a housing policy and program for North Pickering which would be responsive to Government objectives.



## CONTENTS

	<u>Page</u>
1. POSSIBLE IMPLICATIONS FOR THE NORTH PICKERING PROJECT	II-1
2. FROM A PERSPECTIVE ON HOUSING	II-2
3. FROM POLICIES AND PROGRAMS	II-4
4. FROM NEW HOUSING	II-7
5. FROM LAND CONTROLS, ASSEMBLY AND DEVELOPMENT	II-9
6. FROM SUMMARY: HOW TARGET GROUPS ARE SERVED	II-10
7. FROM THE PARTNERSHIP	II-10
8. FROM LOCAL HOUSING POLICY STATEMENTS	II-11



1. POSSIBLE IMPLICATIONS FOR THE NORTH PICKERING PROJECT

Statements in Housing Ontario 1974.

North Pickering Community  
Possible Implications

1.1 From the Preface

Re. Housing costs

"... Ontario faces severe problems in the cost of housing... Rapidly rising costs of land and housing have made it very difficult for thousands of people in Ontario to pay for housing today... the Government of Ontario, through a direct statement of policy by Premier Davis, has given high and immediate priority to attacking this problem. In November 1973, the Government created the Ministry of Housing and charged it with the responsibility of ensuring an adequate housing supply at reasonable costs within a sound planning framework."

- Does the Government expect the North Pickering Community to assist in the provision of an adequate housing supply at reasonable costs within a sound planning framework? If the answer is no, then the normal market forces which, for example, shape Erin Mills, would presumably shape North Pickering. If the answer is yes, then the social, economic and physical nature of the concept will be affected by this objective.

Among the physical housing characteristics affected would be,

- dwelling types,- their nature, size, equipment, standards and proportionate mix.
- residential density - to make appropriate use of that expensive urban commodity, serviced land.
- patterns of occupancy - as between individual property ownership, group ownership (condominium and co-operatives) and land-lease arrangements as in the HOME program.
- patterns of ownership and occupancy can affect basic site planning in residential areas.

If indeed, because of planning techniques or land economics, housing is cheaper in North Pickering, the theory question of who is eligible for the bargains and how subsequent speculation is to be avoided arises.

2. FROM A PERSPECTIVE ON HOUSING

After pointing out that the home-building industries are producing more than enough new dwelling units to keep pace with growth in population and household formation, Housing Ontario 1974 again expresses a cost concern, "... the cost of housing, for both owners and renters has increased sharply..." That is the dominant concern of the Ministry of Housing at this time.

In analysing the factors contributing to housing costs, Housing/74 identifies the following four problems -

- 2.1 "sharp increases in the cost of the basic components of the building industry - land, money, materials and labour." (p.3)
  - of these only land is cheaper in N.P.C. because of the bold step of acquiring the entire development site in the face of constantly soaring metro-scaled property costs. Pursuit of land economics to be reflected in cheaper housing may have a profound bearing on the density and efficiency of land utilization aspects of the planning concept.
  - cheaper money for social housing proposals may be utilized in N.P.C. as indeed it is elsewhere in the Provincial housing scene, and this possibility raises quantitative and qualitative questions about low income and non-profit housing's role in the new community that are experienced elsewhere in Housing/74.
- 2.2 "serious imbalances in the mix of the types of housing available." (p.4)
  - surely a defensible community concept would propose complete diversification of housing types to accomodate people's differing preferences, financial circumstances and life styles. If excessive land costs suggested a distortion to high density forms, this would be a wrong decision in the long run. It might be suggested that such imbalance is a response to rising costs rather than a cause of it, at least in terms of market preference versus housing economics. Luxury size family houses and small suite apartments are not an answer to low and moderate income housing requirements.
- 2.3 "increased numbers of more stringent zoning, building and other regulations imposed by governments at all levels." (p.4)

- many standards go far beyond requirements for health safety and convenience. They seem more aimed at quality of environment, limited municipal maintenance problems and suitable tax returns. Still other controls impose occupancy standards related to social composition of households. Such high development and exclusive occupancy standards do not coincide with providing housing for all social and economic segments of the community.

North Pickering should attempt to evolve less stringent regulations to both rationalize conventional residential design and encourage and permit new dwelling forms and siting techniques based on positive criteria of livability and cost consequences, yet sufficiently high to ensure a reasonable overall enduring community quality.

2.4 " a spreading belief that ownership of real property is the best protection against monetary inflation." (p.4)

- whether planning concepts for North Pickering can be expected to negate this current market judgement is problematical. Possibly not so problematical might be the view that property acquired by the public should remain in public ownership. For the residential environment this might involve land-lease proposals which, though they might not affect the physical planning concept, could fundamentally affect development economics both for the residents and for the sponsoring entity.

" land costs have risen because of a shortage of serviced land". (p.4)

- is N.P.C. intended to relieve this shortage in the Metro region? If so there are implications for the design concept related to agriculture vs. urban growth needs and related to the appropriate pace of growth of the new community.

#### From the Burden of Shelter Costs for Low Income Families.

" Cost of shelter increases create an especially severe burden for people with low and moderate incomes". The Advisory Task Force on Housing Policy said, "by any definition socially and physically acceptable in Ontario today, it is likely that for one family out of every six, the predominant need is to secure housing which they can afford". (16% of families).

- if N.P.C. is to match its social housing inventory to the need then something like 20% of all units in the new community should

be provided for low income households. Such provisions would not profoundly affect the physical design of the community, but would affect it in social and economic terms.

### From Population Growth and Household Formation.

"in forecasting housing demand and housing related needs, total population growth is less important than more detailed data on age structure of the population and the rate at which new households are formed" ... the 15 to 34 year age group is the most significant in forecasting housing demand, because it is from this group that most new households are formed." (p.9)

Housing/74 details the fact that although population growth is expected to decline, the size of households will also decline resulting in a general leveling of numbers of dwelling units required. Ontario's demographic demand will be about 60,000 new dwelling units per year. (p.9)

- if N.P.C. grows at approximately  $5,000/3.4 = 1,300$  u/yr., this would represent 1/46th of the annual growth.

### 3. FROM POLICIES AND PROGRAMS

"To achieve its basic objective of ensuring the supply of adequate housing at reasonable cost within a sound planning framework". (p.11)

- this would be a very close definition of housing policy for North Pickering Community.

"The Ministry of Housing, as basic housing policy is committed to: "ensuring that a reasonable number of rental and ownership units for persons of low and moderate incomes are provided as new housing developments are planned and built"". (p.11)

- it is suggested that something of the order of 20% of the units in North Pickering Community should be of this characteristic.

"Facilitate provision of municipal infrastructure, such as sewage systems, roads, in order to speed housing production." (p.11)

- the availability and cost of serviced land in North Pickering Community will have a bearing on agriculture/development policy.

"Delegating to regional and municipal governments those powers and responsibilities which can be more efficiently discharged at the local level." (p.11)

- as the North Pickering Community site is located in six municipal-regional jurisdictions, the problem of defining and activating the government circumstances of the new community and its future citizens arises early in the game.

"assisting where feasible...the house building industries to help meet the housing needs of low and moderate income groups, and encouraging innovations in design and production process to accomplish this end." (p. 12)

- Experimentation and innovation in housing (and other) matters should characterize the new community. Possibly special areas should be established in the new community to accommodate such activity.

"developing new, more effective ways of integrating socially assisted housing more widely in the community". (p. 12)

- in providing assisted housing, North Pickering Community should avoid the "project" approach in favour of physically unidentified social housing.

"encourage the direct participation of community groups and municipalities in the production and management of low cost housing". (p. 12)

- the consumer of housing is one of three kinds:
  - a) able to afford adequate housing, owned or rented, in the private market.
  - b) able to pay a full-recovery shelter cost given moderate housing standards and the country's cheapest money. This is the "middle way", the non-profit or co-operative housing field. It is this segment that the quoted comment presumably refers to.
  - c) given the conditions outlined for full-recovery, unable to pay for adequate shelter and hence requiring a subsidy to bridge the gap between housing costs and paying ability.

These last two categories are sometimes called social or assisted housing.

- a workable housing policy must provide correctly for all these circumstances. No one or no pair will suffice.
- North Pickering Community should be characterized by an innovative and substantial commitment to the middle range of full-recovery social housing. This alone can produce the social, economic and physical continuity between bottom and top of housing accessibility. Possibly within this middle system would be inserted the subsidized housing component in an unidentified manner. People would move through the three categories of ability to pay, rather than move physically through "projects" of each sort.

North Pickering might experiment in a thorough meaningful way in such a comprehensive approach. Incidentally, as such social housing should never be physically isolated and identifiable but should be included in the general housing stock (subject to proper demographic matching of people to bedroom etc.), the effect of such an invisible housing policy on community design might be itself largely invisible.

"The Ministry of Housing is instituting a system of Advisory Groups to the Minister to provide channels of communication for citizens' groups and the general public.

The Ministry looks to these groups for assistance in:

- reconsidering the reduced extent of new housing lately felt desirable in some municipalities;
- developing community growth strategy;
- finding persuasive ways of having the public once again look upon housing as accommodation rather than investment;
- community preservation and renewal;
- defining tenants' rights;
- defining ratepayers' rights;
- finding ways to increase participation in community-sponsored housing, neighbourhood improvement and home renewal;
- identifying more precisely the burden of housing expenditures and taxation. (p. 51)

The Advisory Task Force on Housing Policy noted that "greater community participation has frequently slowed down or stopped housing production" which may conflict with the Ministry's other objective of speeding housing production. The Task Force went on to note ... "with respect to public housing it is necessary for the Government to bring about open consultation among all the parties concerned including local residents. Yet it is also necessary for the Government to make clear that local residents cannot exercise the right to veto the establishment of public housing in their communities.

North Pickering should insert into the community participation process awareness of the realities of the housing crisis and the place of low income housing within it.

"The Ministry of Housing is moving .... to discourage unproductive speculation in land and in housing by engaging directly in extensive public land assembly. (p. 13)

- presumably, the 17,300 acres of public land assembly in North Pickering is an important element in this program. Again, basic choice between agriculture and community utilization in the particular regional, Metropolitan and economic circumstances of the site are raised.

"The Ministry is moving ... to reduce .. regulatory obstacles to housing by simplifying and streamlining government regulations and procedures at all levels that bear directly or indirectly on the cost of housing". (p.14)

- North Pickering Community may present a significant testing ground for new regulations and procedures, the need for which has been elaborated upon in other sections of this report.

#### 4. FROM NEW HOUSING

The three main objectives of Ontario Housing Action Program (OHAP), although related to immediate objectives and actions, have bearing upon North Pickering Community Housing Policies. They are:

- 4.1 "to bring into housing production as quickly as possible significant amounts of serviced land ....." (p.15)
- 4.2 "to increase rapidly the total supply of new housing." (p.15)
- 4.3 "to increase significantly the production of new housing available to families of low income". (p.15)

- do these three objectives bear upon North Pickering Community which is presumably in a housing action area located in an urban centre where cost and supply pressures are greatest?

"the role of the Ministry of Housing is to ... help develop policies and production targets that are consistent with the Provinces' overall housing policies." (p.16)

- will the Ministry be producing housing production targets for North Pickering on both a short and long term basis which it will be the intention of the planning concept and its implementation to fulfill?

"the role of the Ministry of Housing is to ... modify where necessary in co-operation with other municipal and provincial agencies, environmental or planning regulations which may unnecessarily delay development and add to its costs." (p.16)

- are there in the Ministry's views, any aspects of environmental regulations, for example in land use, which would require modification in North Pickering Community? ... or would the lowering of environmental standards to assist a hopefully short term housing costs distortion be to the long term disadvantage of an exemplary new community?

"municipalities will be required to submit to the Ministry of Housing statements of housing policy that include production targets and levels of funding." (p.17)

- what municipality (Metro?) gives this policy statement to North Pickering? It can not be developed in a vacuum.

Private industry will be required to enter into agreements to guarantee for example, provision of a specified percentage of lots for the Ministry at book value for use in the H.O.M.E. program; and to ensure a further percentage of housing production in the site area is specifically geared to people in the moderate income range of \$14,500 to \$20,000. (p.17, p.18)

- is it anticipated that private industry building housing in North Pickering will be asked to fulfill obligations like those of the current OHAP program or indeed, additional obligations to further assist a substantial low and moderate income housing role in North Pickering?

#### From Assisted Rental Housing.

"this major program supplies accomodation for the elderly and for families on the basis of rents-geared-to-income under a number of more specific programs." (p.19)

- for North Pickering the question of the amount of such assisted housing to be accommodated is posed. As noted elsewhere in this commentary, 20% of all units could be for assisted low income families, elderly, or individual.

Assuming 1,500 units/year - 300 of these should be social housing of this sort. How it is accomplished is a question probalby external to the planning concept.

#### From Community-Sponsored Housing Program.

"This program broadens the federal program of assistance to non-profit and co-operative housing groups. Such groups may be sponsored by municipalities, labour unions, welfare agencies, churches, educational institutions, charitable institutions or service clubs." (p.20)

- the importance of the middle dimension of non-profit housing in a comprehensive housing policy for North Pickering Community has been commented upon above. The questions of how done and how much arise. How done is difficult because for several years none of the suggested kinds of sponsoring agencies will exist or exist in sufficient strength in the new community. Perhaps the new town itself must serve as initial sponsor. As to how much, possibly another 1/5 of all units might serve as a target.

From the Integrated Community Housing Program.

"The integrated community housing program supplies accommodation for low and moderate income families. In this case the accommodation is provided by a private builder, who receives a second mortgage at below market rates from the Ministry. The builder in return throughout a 15 year period, allocates up to 25% of his units for rent-geared-to-income tenants". (p.21)

- it is anticipated that this type of program would be utilized in North Pickering Community to produce invisible social housing. The decision would not affect physical planning but would affect economic and social aspects of the new community. Similar remarks would apply to the Rent Supplement Program.

5. FROM LAND CONTROLS, ASSEMBLY AND DEVELOPMENT

Ontario Government Land Assembly.

"The Ontario Government has engaged directly in land assembly for the purpose of providing an orderly flow of land onto the market over the short and long term period, thus facilitating the Provinces' housing programs, influencing community and land-use planning and stabilizing lot prices .....

Raw land is acquired and developed into serviced lots which are made available to builders on a 50 year lease basis, making land available on leasehold and constructing no-frill houses at moderate prices allows moderate-income consumers under the H.O.M.E. Plan to purchase accommodation with a low down payment." (p.27, p.28)

- this program of moderate houses on leased land is potentially most important for North Pickering. It will not have much affect on large scale physical planning, but could be beneficially related to the detailed planning of residential areas within the new community.

From New-Community Planning.

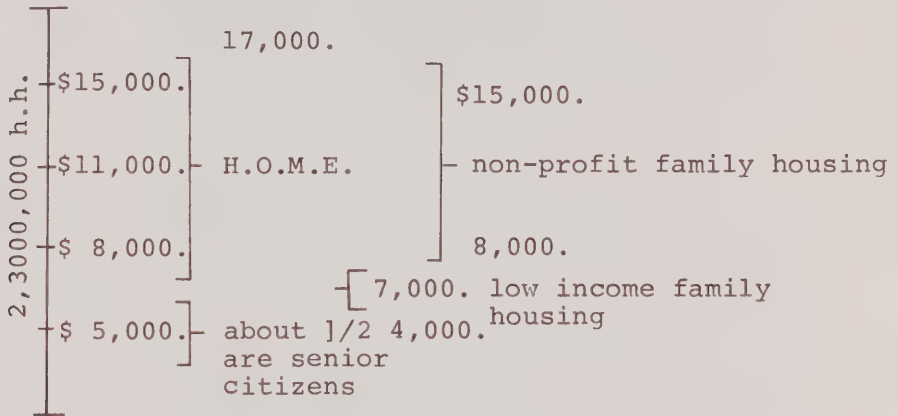
"An example of a major land assembly for the purpose of new community development is the North Pickering site.

This development, which involves some 25,000 acres is a new approach in Ontario to total land-use planning. Approximately 8,000 acres are being set aside as open space and agricultural belt to provide a buffer against encroaching urban growth. The remaining acres are being acquired by the Province, and all interested parties can participate in planning their future uses, whether agricultural, recreational, residential or commercial.

By the end of 1974, \$175 million was spent for land acquisition and planning of the North Pickering site, which will contribute substantially to new housing production in the years ahead. Of this amount, the Federal Government has been asked to loan 90% of acquisition costs.

6. FROM SUMMARY: HOW TARGET GROUPS ARE SERVED

Housing/74 provided a picture of income distribution in Ontario in 1972. (p.36)



This information should be related to the North Pickering housing policy and a housing program funding and production target for specific time spans of the community's growth should be developed. (see p.40)

7. FROM THE PARTNERSHIP

"to expedite the production of housing, the Province is asking municipalities to: (p.42)

- 7.1 "prepare and submit to the Ministry of Housing annual statements of housing policy which include specific objectives, production targets and financial arrangements."
- 7.2 accept housing as a high priority matter and especially to accept their share of the need to provide adequate accommodation for people of low and moderate income.
- 7.3 work to cut red tape by simplifying and speeding the approval process.
- 7.4 participate with the Province in defining realistic servicing, developmental and occupancy standards and in removing restrictive regulations.
- 7.5 implement the Uniform Building Code.

- 7.6 foster actively the development of non-profit community sponsored housing.

As there is no single municipality in North Pickering Community and as it is a uniquely government originated community who will attend to the above matters and advise the planning process in this regard? ... possibly the Government site of the joint planning operation. There are grants available for this purpose according to Housing Ontario/74. See Local Housing Policy Statements p. 47 to 49 as set out below.

8. FROM LOCAL HOUSING POLICY STATEMENTS

Regional and municipal governments are being asked to submit to the Ministry of Housing, in the next few months, brief but clear statements of housing policy which ideally could include such items as:

- 8.1 Broad housing goals like increasing the supply of housing of the right mix and the supply of enough serviced land for it, providing enough assisted housing to meet the needs of low-to-moderate households who cannot afford market prices, upgrading existing housing and neighbourhoods to standards, and maintaining the quality of other housing at an acceptable level.
- 8.2 Specific housing goals like yearly production targets, for five years, by type (single, row, apartment), by location and producer (private or public), by income group and affordability, and by tenure (rent or purchase). Also the yearly land and servicing requirements to meet the housing targets, and projections of assistance required to accommodate low and moderate income tenants and purchases.
- 8.3 Implementation and Achievement of goals by describing the municipal organization to deal with housing, the federal and provincial government housing program to be used (and how) by the municipality, any further federal/provincial assistance needed, any approval regulation that could be altered to speed housing, the municipal programs which will assist public and private housing production, and the problems anticipated by the municipality and the way there might be solutions (for example: local resistance to low-income housing or to higher densities, and costly or scarce land).

The new Policy Development Grants will help defray the cost of research and expert assistance needed to fulfill these responsibilities.

The prior condition to the delegation of authority to implement housing programs at the municipal level would be that such policy statements be consistent with the Province's overall balanced housing policies -- along the lines set out in this present document.

Is North Pickering eligible for such a Policy Development Grant?



**Part Three:**  
findings of the Advisory Task  
Force on housing policy



## PREFACE

It is the objective of this paper to relate the observations and conclusions of the August, 1973 Report of the Advisory Task Force on Housing Policy to a consideration of housing in North Pickering Community. In so doing, it may be that most of the basic issues which would determine housing in the new community will be identified for discussion, evaluation and incorporation within the concept development process.

It becomes quite apparent that many aspects of housing policy in North Pickering Community must be a response to broad Provincial decisions rather than specific to the community itself. North Pickering Community in this regard can never be self-propelled.

In general format, this paper sets out in numbered point form the observations and conclusions of the Report and appends comment related to North Pickering Community.



## CONTENTS

	<u>Page</u>
1. FROM THE INTRODUCTION	III-1
2. FROM THE RECOMMENDATIONS	III-3



1. FROM THE INTRODUCTION

1.1 Purpose of the Task Force

- a) examine the current housing situation in Ontario.
- b) make recommendations on the appropriate role of the Provincial Government in helping to meet the housing needs of the residents in Ontario. (considerable attention was paid also to the municipal role.)
- c) make recommendations on the organizational requirements for developing and implementing suitable housing policies.

1.2 Main Findings

Housing costs are too high for most incomes ... the housing which is being produced today has moved out of step with housing needs ... affecting not only poorer people but an ever larger section of the community ... continually rising standards have led primarily to middle and upper income occupancy ... the supply of serviced buildable land has not kept up with urban growth ... environmental concerns leading to stricter controls have limited the supply of housing land ... servicing and development standards are set and applied without reference to their effect on housing ... planning procedures and regulations have seriously slowed down the development of housing land ...

- possibly lower environmental standards.
- possibly lower housing standards.
- possibly lower service infrastructure standards.
- densification of the residential environment to lower land costs.
- acceleration of the process of putting the residential components of North Pickering Community on the market.

1.3 The rise in the cost of labour and materials and the cost of financing have played an important role. These are outside the scope of the Task Force review.

It might be wondered why these fundamentals are outside the Task Force's review: they are not necessarily outside the housing policy concern of the new community.

1.4 The type and kind of housing to be produced should move toward the provision of housing which closely matches, not expectations, but needs. It is not possible to house the people of Ontario in single family houses at today's standards and expect a majority to be able to pay the full price. Other forms of housing at different and more realistic standards than currently demanded are needed.

- innovation regarding more economical dwelling units and site development.

1.5 By any definition socially and physically acceptable in Ontario today, it is likely that for one family out of every six, the predominant need is to secure houses which they can afford. (16% of families.)

- establish a quantitative indication of the amount of social housing to be provided in the new community.
  - how much?
  - how accomplished?
  - how located?
  - eligibility?

1.6 Greater community participation has frequently slowed down or stopped housing production ... with respect to public housing it is necessary for the Government to bring about open consultation among all the parties concerned, including local residents. Yet it is also necessary for the Government to make clear that local residents cannot exercise the right to veto the establishment of public housing in their communities.

- insert into the community participation process awareness and discussion of the realities of the housing crisis.

1.7 The supply of housing is primarily undertaken by the private sector as a normal process carried out for profit ... the public sector's main responsibilities are that part of the process not served by the private market ... today's housing production reflects our general mixed public-private economy.

- define the role of market, full recovery and subsidized housing in North Pickering Community.

1.8 Housing and community development programs will be viewed inclusively in order that local and regional planning, land supply and servicing, development control, community facilities and services, housing assistance, housing finance and construction will be seen as part of a single process.

- if this is a reasonable description of an inescapable housing policy for the new community, then its implications should permeate all the endeavours to formulate a community design concept. This concern should be evident from the first evaluations to the final decisions. It is the crucial issue.

## 2. FROM THE RECOMMENDATIONS

### 2.1 Housing Objectives

- a) To ensure the provision of housing for all households in adequate numbers and at suitable locations to support community development in accordance with local and Provincial development policies.
  - it is assumed that North Pickering Community is a suitable location ... this presupposes a comprehensive range of housing suitable to and available to all socio-income groups.
- b) To assist in the provision of buildable urban land to implement development policies and to achieve stable land prices.
  - whether this general statement of housing land objectives directly affects North Pickering Community may be a question; if it does there may be implications about the extent of open space (i.e. unbuildable land) expenditure that can be justified in the face of soaring housing costs.
- c) To enable low and moderate income families and persons and groups with special needs such as the elderly, native people, handicapped persons, students and single persons to live in adequate housing conditions at a price they can afford.
  - if this broad range is to be included in the North Pickering Community, the range of dwelling solutions must be wider than normally encountered in new town circumstances.

- d) To provide adequate choice in housing types and location between owning and renting houses.
  - the provision of a complete mix of types and tenure will affect residential density and hence extent of the total community.
- e) To achieve the dispersion and integration of low and moderate income housing throughout communities generally.
  - the opposite of a "project" approach to social housing.
- f) To encourage improvement and innovation in housing construction design and marketing, and land planning.
  - define, establish and implement housing experiments as a definite component of North Pickering Community.

## 2.2 Housing Responsibilities

The Provincial Governments housing program should:

- a) determine current and future needs.
- b) establish housing priorities.
- c) set housing targets for housing market areas.
- d) provide and manage assisted housing having regard to local community objectives and local responsibilities.
- e) organize short-term and long-term financial obligations related to Provincial budgeting.
- f) co-ordinate the joint actions of the private, public and voluntary sectors.
  - North Pickering Community should request and receive from the government, guidance and obligations respecting all these responsibilities. Possibly O.H.C. and O.H.F.C. could contribute to an understanding of the potential role of North Pickering Community in this regard.

## 2.3 Government Organization for Housing

The Province should ensure that adequate housing programs are carried out in the areas which surround Metropolitan Toronto.

- request a definite statement of "adequate" housing programs for North Pickering Community from the Minister, to which statement the concept must respond socially, physically and economically.

## 2.4 Provincial Housing Development Program

Guidelines for Provincial housing activities should be:

- a) land supply should be given major emphasis in both of its public elements -- land servicing and public land acquisition.
- b) a housing program which most closely matches the distribution of incomes. This implies a dual approach to the future housing supply -- to reduce housing costs and to adjust housing standards.
  - implications of reasonably dense residential forms and fresh thinking about site planning and dwelling units in the community.
- c) housing and regional planning activities are suitably co-ordinated ... community development is undertaken in order to assist housing production rather than to raise standards, impose uniformity or inhibit the satisfaction of housing needs.
  - review North Pickering Community housing policy in relationship to regional concerns.

## 2.5 Basis for Provincial Housing Development Program

The Provincial housing development program should be based on:

- a) development of comprehensive information on housing, community development, demographic and social data, land data, and assessment data, with provision for periodic updating.
- b) examination of the relative costs of the various housing components, causes for cost increases, and recommendations for stabilizing housing costs.
- c) delineation of housing market areas for all urban areas of the Province.
- d) estimates of current and future housing requirements for the Province and housing market areas, for the full range of housing requirements, including assisted housing needs.
- e) established housing targets for housing market areas related to regional and local development policies.
- f) estimates of land requirements and land servicing requirements related to housing targets.
- g) combination of housing targets, land requirements and land servicing needs into phased programs for each housing market area.
- h) estimates of financial implications of housing development programs in terms of servicing costs, land acquisition,

housing assistance, and financial support to municipalities.

- North Pickering Community should request guidance in accordance with such a Provincial housing development program.

## 2.6 Short-Term Housing Program

A short-term housing program should be started immediately to speed up the general supply of single family housing and multiple housing in the three major urban areas of Metropolitan Toronto, Hamilton, and Ottawa, and possibly in some northern communities.

- a) Provision should be made for condominiums to be established on leased land.
  - determine probable size of this program in North Pickering Community.
  - determine implied physical design characteristics of community concept.

## 2.7 Subsidized Assistance

The Provincial Government should take the following actions to meet the needs for low income housing:

- a) a thorough assessment should be made of the needs for assisted housing in all housing market areas of the Province.
- b) the Province should continue to provide public housing in most communities of Ontario for short-term, until the supply of low income housing more nearly approximates the need.
- c) as a basic philosophy, the principles of supporting demand should constitute the basic objective of Government policy. In the long run, direct housing assistance for the poor should be replaced by income assistance, and should take the following approach:
  - first priority should be given to extensive publicly sponsored housing construction to increase the supply of housing.
  - when an adequate supply is assured, a comprehensive shelter assistance program should be initiated.
- d) the Government's subsidized housing program should give first priority to housing assistance for the needy who do not yet receive it, rather than improving the level of assistance to those already receiving it.

- e) early programs should emphasize supply rather than the improvement of housing demand. When the supply situation eases, there should be increasing emphasis on rent supplements and other forms of income maintenance, as part of Provincial income programs.
- f) methods for producing "integrated housing" -- such as secondary mortgage assistance with 25 percent subsidized units -- should be used for a limited number of years to test and evaluate their suitability.
  - identify physical and social planning implications of this policy for North Pickering Community.

## 2.8 Public Housing

The location of public housing should relate to the social desirability of housing a range of income groups in all communities. While local residents should continue to be involved in determining the use of lands in their community they should not be in a position to determine who will be living in their neighbourhoods and communities and therefore, should not have the right to veto public housing. However, there should be open consultation among all parties concerned, including local residents, in producing public housing.

- incorporate public housing discussions in the participation programs.

## 2.9 Community & Social Facilities in Public Housing

- a) Funds for the supply of services and facilities should be made available according to overall community needs, rather than restricted to public housing needs. The responsibility for providing community services should rest with the municipality, rather than with OHC, recognizing that special occupancy characteristics may require particular attention in public housing projects, for which there should be financial assistance.
- b) Major social and recreational facilities in public housing developments should be available to the residents of the surrounding neighbourhoods.
- c) Publicly initiated housing production, whether built for public or private ownership, should be directly related to the provision and financing of community facilities and services in each community, in order that the existing inadequate provision of such services is overcome through new development.
  - determine affect on general neighbourhood and community structure.

## 2.10 Housing the Elderly

Continuing provision and management of adequate housing for the elderly should be further assisted by the Provincial Government in the following ways:

- a) senior citizen housing should be provided in maximum variety to fit living habits in regard to type of housing and to suit locational preferences; it should also allow for preferences and ability to pay for different kinds of accommodation.
- b) a different rent formula for senior citizen housing should be established which takes account of the financial circumstances of older people with no income or fixed incomes.
- c) provision of housing for the elderly should not be solely a direct Government responsibility. Non-profit groups, co-operatives, credit unions and others should be assisted by the Government to develop housing for the elderly.
- d) the public responsibility for senior citizen housing in Metropolitan Toronto should be handled by one agency and should be subject to uniform subsidy arrangements.
- e) a senior citizen housing registry should be established in each housing market area to list and give advice on all types of housing for elderly persons.
- f) the Province should initiate a program to secure suitable family units vacated by elderly persons on transfer to senior citizen housing.

- define elderly housing policy for North Pickering Community in social and physical terms affecting community structure.

## 2.11 Groups with Special Housing Needs

Provincial Government assistance to those with special housing needs should proceed on the following guidelines:

- a) the actual and relative housing needs for each of the special groups should be established.
- b) special housing needs should be served by a variety of appropriate housing types and locations.
- c) the housing needs of several of the special groups are identical or complementary. Wherever possible, housing assistance to meet the needs of special groups should be satisfied in an integrated manner, to assure greater flexibility in providing for changing housing demands to achieve socially compatible community development and to prevent isolation of individual groups of

people. As a general principle, planning should be directed to the housing units, rather than to specific types of occupancy at any given time.

- d) persons and groups with special needs should have full access to assisted housing.

#### 2.11.1 Handicapped Persons

- a) The Social Policy Field of the Provincial Government should examine the social needs of physically handicapped persons and make recommendations on how to meet those needs of housing and related housekeeping assistance.
- b) The Province should ensure, possibly through adoption of Supplement No. 5 of the National Building Code, that sufficient units structurally suitable for the physically handicapped are provided.
- c) Loans and grants should be made available to the handicapped for home alterations to their needs.
- d) Units for handicapped should be made available in both senior citizen and public family housing.

#### 2.11.2 Roomers

- a) The single room or efficiency apartment needs for single low income persons, elderly, and students should be needing similar types of housing.
  - decisions on special housing needs in North Pickering Community may affect to some degree, physical planning. They will certainly affect social planning.

#### 2.12 Directions for Change in Housing Assistance

The following principles should guide the Provincial Government toward its longer-term objectives:

- a) housing assistance, subsidized and unsubsidized, should be organized on the principle of "assistance ladders" more closely related to the operation and freedom of choice of the normal housing market. The principle would provide:
  - for the family to move through rented accommodation to home ownership.
  - the dwelling units should be able to serve both the need for rental accommodation and for ownership.

- b) as the supply of subsidized assisted housing increases, provision should be made toward economic rents and tenant purchase, and the present selective tenant purchase program should be reviewed in the light of local circumstances.
- c) publicly sponsored assisted housing developments, where the sites are large enough, should comprise both subsidized and non-subsidized assisted housing; rental and ownership housing; and housing for low income and moderate income families.
- d) a broad-based approach to the provision of assisted housing should include opportunities and support for co-operative and other non-profit housing groups.

- these new directions may affect the North Pickering Community concept.

## 2.13 Planning for Housing

- a) The Province should give prompt consideration to the following recommendations by the Ontario Economic Council:
  - preparation of a Provincial structure plan establishing an overall strategy for Provincial development, and including, for each of the five Provincial regions:
 

social and economic goals; basic policies relating to the conservation of the physical and social environment and the welfare of the inhabitants; specific Provincial programs for achieving Provincial goals and policies in each region.
  - establishment of comprehensive Provincial objectives and policies respecting social development and environmental quality.
  - decentralization of Provincial administrative and operating machinery affecting regional development.
- b) Provincial development goals for the five Provincial Planning Regions should be established expeditiously, and authority for regulating development in accordance with goals should be delegated to the municipalities. The inclusion of housing policies should be mandatory in regional and local official plans.
- c) In establishing boundaries of future regional municipalities, suitable consideration should be given to their likely impact on the provision of housing, and suitable procedures should be set to ensure continued housing development while regional official plans are under preparation.

- d) The current planning program for the Central Ontario Region should be re-evaluated with respect to its implications on short and long-term housing requirements. The other regional planning programs should contain a housing component.
  - until this is done it is difficult to establish a housing policy for North Pickering Community.

#### 2.14 Constraints on the Housing Process

The following extracts from the Task Force Report have an important bearing on North Pickering Community housing policy.

##### 2.14.1 Development Standards

- a) The Province should establish suitable minimum development and occupancy standards, taking into account regional variations in physical and economic characteristics, and should not allow municipalities to impose higher requirements except for demonstrated acceptable cause.
- b) Suitable procedures, should be established for periodic review of minimum standards, taking into account their relation to the municipal tax base.

##### 2.14.2 Development Regulations

- a) The regulatory process should be clarified so as to secure a clear determination of responsibility for development approvals, distinguishing along Provincial, regional and local responsibilities and identifying clearly the final responsibility for approval.
- b) The administration of regulations should be simplified and speeded up. Policies, regulations and procedures to be followed should be written and published. Firm deadlines should be set for processing development applications; the basis for departmental or municipal recommendations should be clearly specified, and should be subject to public review and appeal.

##### 2.14.3 Supporting Services and Facilities

- a) The Province should review servicing standards and establish suitable minimum standards for each service, whether supplied by the Province or by the municipalities.
- b) The Province should examine the effects of its environmental control standards on housing, and establish suitable minimums which allow for interim solutions and for

adaptations geared to regional and local circumstances, in order to overcome impediments to housing development.

- c) Financial assistance by the Province to the municipalities for services should be related to minimum standards; servicing costs above minimum standards should be paid for solely by municipalities; and should not be passed on to the developer and home-purchaser in the form of a levy.
- d) The application of Provincial budgetary constraints on specific programs for services or supporting residential facilities should give consideration to their impact on the provision of housing in different localities, and should allow for modifications relating to local housing circumstances.

#### 2.14.4 Rental Housing

A conscious program should be undertaken to revitalize the rental sector and ensure the continued provision of an adequate supply of rental housing. It should involve some or all of the following measures, depending on local circumstances:

- a) establishing Provincial policies concerning apartment development including performance or other criteria to be used as a guide for municipalities and the Ontario Municipal Board in dealing with multiple housing proposals.
- b) promoting the development of municipal zoning regulations which would facilitate the construction of alternative forms of medium and high density residential buildings.
- c) promoting the development of suitable regulations to ensure that new medium and high density housing makes adequate provision for the needs of families with children.
- d) encouraging municipalities and developers to locate suitable sites for high density residential development in areas presently zoned for non-residential use, and, where necessary, making grants available for increased local service costs.
- e) supporting the continued development of condominium apartments through Provincial mortgage assistance programs.

2.14.5 Voluntary Housing

The Provincial Government should assist in the production of low and moderate income housing provided by non-profit housing organizations by:

- a) leasing land to non-profit groups below cost in the initial years, with a provision to recapture the "loss" during later years of the lease.
- b) extending ten percent capital grants to housing for the elderly and to mixed income projects which operate with an internal surcharge and subsidy system.
- c) extending assistance to the voluntary sector to train social and housing development staff.
- d) providing financial assistance to underwrite the administrative costs of rehabilitation projects.



## **Part Four:** innovation in housing



## PREFACE

The following report, submitted to the Task Force on Housing, emphasizes innovation in two major areas: 1) housing policy innovation and 2) housing design innovation – each area carrying with it social, economic and technical dimensions.

The paper begins with a list of five policy aspects with innovative potential.

Fourteen housing design innovations are then dealt with in detail; the purpose which the innovation might serve, its possible limitations, specific approaches to the innovation and implementation proposals are outlined.

The emphasis throughout is on innovation within the existing housing design and housing policy frameworks as being fundamental to promoting optimal conditions for the improvement of the quality of community life and an increase in freedom of choice for new town residents.



## CONTENTS

	<u>Page</u>
1. A SUMMARY STATEMENT	IV-1
2. HOUSING POLICY INNOVATIONS	IV-2
3. HOUSING DESIGN INNOVATIONS	IV-3
4. IMPROVED VEHICULAR AND PEDESTRIAN ACCESS SYSTEMS	IV-5
5. SERVICING OF HOUSING	IV-5
6. TECHNICAL POTENTIAL FOR IMPROVING HOUSING QUALITY PRODUCTION AND COST	IV-5
7. ACHIEVEMENT OF MAXIMUM VISUAL AND ACOUSTICAL PRIVACY	IV-6
8. THE SMALL SINGLE FAMILY HOUSE AND PROPERTY RE-ASSESSED	IV-6
9. NEW FORMS OF MULTIPLE HOUSING	IV-6
10. DIVERSIFICATION WITHIN THE DWELLING UNIT	IV-7
11. DESIGN OF HOUSING FOR MUTUAL OWNERSHIP	IV-7
12. HOUSING DESIGN FOR ROOMERS	IV-7
13. OPTIMUM UTILIZATION OF THE EXISTING HOUSING STOCK	IV-8
14. OPTIMUM DEVELOPMENT OF AN EXISTING RESIDENTIAL ENVIRONMENT	IV-8
Innovation One	IV-15
Innovation One Drawing	IV-22
Innovation Two	IV-23
Innovation Two Drawing	IV-28
Innovation Three	IV-34
Innovation Three Drawing	IV-41
Innovation Four	IV-42



## CONTENTS

	<u>Page</u>
Two Vehicular-Pedestrian Ideas	IV-44
Innovation Five	IV-45
Innovation Six	IV-46
Innovation Seven	IV-48
Innovation Seven Drawing	IV-52
Innovation Eight	IV-53
Innovation Nine	IV-56
Innovation Nine Drawing	IV-59
Innovation Ten	IV-60
Innovation Ten Drawing	IV-64
Innovation Ten Drawing	IV-65
Innovation Eleven	IV-66
Innovation Twelve	IV-68
Innovation Twelve Drawing	IV-72
Innovation Thirteen	IV-73
Innovation Thirteen Drawing	IV-79
Innovation Fourteen	IV-80
Innovation Fourteen Drawing	IV-85



A Summary Statement

1. Innovative potential lies in two major aspects:

- 1) housing policy innovation
- 2) housing design innovation

Each of these has social, economic and technical areas of concern:

- a) social concerns - are generated by user considerations of an individual, family or community nature.  
-they also reflect the role and responsibility of government and of private and public enterprise and purpose.
- b) economic concerns - involve cost concerns of the consumers of housing and their ability and willingness to pay for shelter.  
-involve similar but large scale concerns about the general economy and the relationship of housing energies and expenditures to other needs and priorities.
- c) technical concerns - find expression in materials and methods of construction and contractual circumstances with the fourfold objectives of lowering housing costs, improving quality, speeding construction and increasing production.

What constitutes "innovation"? Presumably new ideas, new ways of doing things; - provided always that the changes and the fresh approaches have a reasoned basis somewhere in the matrix of social, economic and technical concerns. This study is a review of innovative potential. As such it must content itself with identifying areas for new thinking, for example the reconciliation of density and livability. It does not set out to solve the problems of dense habitation.

A limited number of housing policy innovations suggesting major areas of concern have been identified without elaboration in this paper. The main attention of the study has been directed to fourteen housing design innovations. Five of these are of particular importance and immediacy.

- Modification of Codes and Regulations Governing Housing
- Reconciliation of Density and Livability
- The Small Single Family House and Property Re-Assessed
- New Forms of Multiple Family Housing
- Optimum Utilization of the Existing Housing Stock.

These should be of special interest either because they affect the entire housing inventory or deal with a particularly unsolved housing problem.

## 2. Housing Policy Innovations

- RESPONSIBILITY FOR HOUSING - a re-examination of the role of various levels of government
- an innovation could be a major strengthening of municipal involvement

MEASURING NEED AND DEMAND - a working model of the new and existing housing inventory to explain and predict its constantly changing nature as a formative tool for up-to-date housing policy.

RESIDENT PARTICIPATION - an exploration and encouragement of non-profit citizen housing endeavours particularly for lower income central city people.

COMPREHENSIVE HOUSING SYSTEM - develop the economic, social and legislative aspects of a comprehensive housing system involving profitable, non-profitable and subsidized segments of the market in a coordinated way. Fiddling with the top and the bottom segments makes any attempt at a three level system innovative.

NON-IDENTIFIABLE SOCIAL HOUSING - a proposal on alternative housing approaches which do not require physical, social or economic identification of those served.

### 3. Housing Design Innovations

#### \* 1. MODIFICATION OF CODES AND REGULATIONS GOVERNING HOUSING

- to determine how existing codes and regulations inhibit housing and to develop the basis for alternative methods of codification and control.
- innovative codes and processes are needed if innovative housing is to be designed and built. Such codes should relate housing forms to the life cycle rather than to stereotyped solutions.

\* 2. RECONCILIATION OF DENSITY AND LIVABILITY

- to establish social and design criteria and hence housing solutions which will reconcile the urban necessity of residential density with the requirements of livability within dwellings, groups of dwellings, and the immediate neighbourhoods and larger communities of which they are a part.
- to explore relationships between density and social pathology, family livability in particular high rise apartments as child raising environments.
- to consider innovative study of:
  - 1) density and various housing forms
  - 2) density and town forms
  - 3) density and economic consequences

\*3. SOCIAL-RECREATIONAL PROVISIONS IN MULTIPLE DWELLING

ENVIRONMENTS - to determine the requirements of multiple dwelling environments for social and recreational facilities and to indicate how these facilities may be provided and operated. There is a very considerable experience in Canada and abroad which has never been assembled and analyzed to give guidance to this important dimension of the housing environment. The resultant studies should be widely distributed to facilitate better understanding of the goals and methods whereby future social-recreational facilities and programs can be improved.

4. IMPROVED VEHICULAR AND PEDESTRIAN ACCESS SYSTEMS

-to suggest ways of improving vehicular and pedestrian access systems in terms of site planning and building configurations. Consideration of proper parking requirements for housing complexes of various sizes and occupancy raise questions of public and private transportation modes of the near future. Increasing problems of surveillance, safety, and personal and project territoriality are inherent in this innovation.

5. SERVICING OF HOUSING

-a highly technical matter beyond the scope of this paper. Important future technological changes in, for example, the autonomous house, may tremendously affect the residential design problems.

6. TECHNICAL POTENTIAL FOR IMPROVING HOUSING QUALITY

PRODUCTION AND COST - once again, a consideration of a highly technological and managerial nature beyond the scope of this paper. Reference should be made to the report "The Role of the Ontario Housing Corporation in Systems Building" by Peter Barnard Associates.

-a separate study might well be commissioned on the potential for housing of technological innovation.

7. ACHIEVEMENT OF MAXIMUM VISUAL AND ACOUSTICAL PRIVACY

-to maximize the visual and acoustical privacy of each dwelling unit with particular attention to those problems posed by multiple forms of housing. This innovation reflects a serious and continual complaint of multiple dwellers.

8. THE SMALL SINGLE FAMILY HOUSE AND PROPERTY RE-ASSESSED

-to re-assess the continuing viability of the small single family house and lot as a moderate density housing form.

-to explore a range of site planning techniques and house designs involving cluster developments, zero lot lines and other configurations in order to achieve groupings of single family houses at significant densities.

-the single family house will probably always be the most desirable form of dwelling for most families. It may lend itself to reasonably intensive development (15 units/ acre).

9. NEW FORMS OF MULTIPLE HOUSING

-to evolve new forms of multiple family housing responsive to the necessities of urban density, changing concepts of family life and manageable costs.

-New thinking is desperately needed to broaden the limited inventory of multiple housing forms now largely confined to the stereotypes of

apartments and row houses.

10. DIVERSIFICATION WITHIN THE DWELLING UNIT

- to develop buildings and dwelling units within them which, by design and construction, facilitate flexible arrangements and re-arrangement of rooms and spaces.
- The problem is to shape dwellings to occupants rather than occupants to dwellings so that changing household circumstances, life styles and personal preferences may diversely determine living and spatial arrangements.

11. DESIGN OF HOUSING FOR MUTUAL OWNERSHIP

- to assess the various forms of mutual housing, condominium, cooperatives, and communes, in terms of their social and financial objectives and organization affecting design and in terms of the housing forms which best suit the objectives and circumstances of mutuality.

12. HOUSING DESIGN FOR ROOMERS

- to develop design criteria and solutions for rooming house type accommodation, realistically applicable to the user requirements and economic circumstances characteristic of this important and neglected housing problem.
- Alone among the occupants of housing, the roomer inhabits accommodation by and large never designed

to be used by him; for he inhabits, relatively unchanged, what were originally single family houses. It is a difficult housing form which is largely neglected as a social problem, as a financial problem (whether in the rentor's or the owner's terms) and as a design problem.

13. OPTIMUM UTILIZATION OF THE EXISTING HOUSING STOCK

-to assess the potential for improved or more intensive use of the existing housing stock, particularly in older central city areas, with special emphasis on social, design, technical, financial and operative aspects of the problem. The objective is to achieve, especially for low income households, good housing at manageable costs within the socially and physically familiar circumstances of existing neighbourhoods and with a minimum of institutionalization; and in so doing to stabilize such neighbourhoods, encourage personal and community resources and offer security of tenure.

14. OPTIMUM DEVELOPMENT OF AN EXISTING RESIDENTIAL ENVIRONMENT

-to assess and develop the potential of the residential collective, be it precinct, neighbourhood or community, particularly in older central city areas, with emphasis of social and economic considerations and on overall urban planning

and design implications.

-to improve and preserve the existing residential environment of towns and cities so that the established neighbourhood and community values, the complex web of social institutions and activities the urban life style and attraction which city dwelling holds for a great diversity of people as individuals, families or groups may continue to function. The enormous inventory of existing dwellings in various conditions of occupancy and maintenance and the many neighbourhoods of greater or lesser attraction and viability deserves as much innovative consideration as the fractional increase to their number which each year's new residential construction represents.

A GRID SHOWING ASPECTS OF HOUSING WITH INNOVATIVE POTENTIAL

	1. HOUSING POLICY INNOVATIONS	2. HOUSING DESIGN INNOVATIONS				
		2-1 dwelling units	2-2 buildings	2-3 site considerations	2-4 the larger community	
A. SOCIAL						
B. ECONOMIC						
C. TECHNICAL						

Social implies: user considerations at an individual family or community level: it also includes the role of government and of private and public endeavour and purpose.

Economic implies: cost considerations

- to the consumer, i.e. ability to pay
- to the general economy, i.e. housing market

Technical implies: materials and methods of construction, production and equipment.

## GRID

## REF. 1. HOUSING POLICY

ASPECT	INNOVATION
A1 responsibility for housing	<p>-to re-examine the role of government in housing at a federal, provincial, regional and municipal level.</p> <p>-the innovation could be to strengthen municipal involvement and to encourage alternatives to the present monolithic approach to social housing.</p>
A1 B.measuring housing need and demand	<p>-to develop an interpretive model of the constantly changing Ontario housing inventory which would reflect the quantitative and qualitative evolution of the stock of existing and new housing as indicated by basic housing statistics.</p>
A1 resident involvement and participation	<p>-to fund and otherwise assist citizen organization attempting to achieve good housing at reasonable costs particularly in central areas of existing towns and cities.</p>
A1 B1 conceptualizing a comprehensive housing system	<p>- to develop the economic and social characteristics of a rational comprehensive housing system, presumably involving profitable, non-profit and subsidized aspects of the market. This is a particularly important innovation as total preoccupation with the profitable</p>

## GRID

REF.	ASPECT	INNOVATION
		market and inadequate provisions in subsidized areas neglect the middle system where indeed much of the answer may lie. Housing production would be directed to all dimensions of socio-economic need rather than simply quantitatively considered.
A1.B1	various approaches to "non-identifiable" social housing	to encourage the incorporation of social housing into the private housing market production.

GRID

REF. 2. HOUSING DESIGN

ASPECT	INNOVATION NO.	PAGE	INNOVATION
DETERMINANTS			
C2-1;2-2	1.	15	Modification of Codes and Regulations Governing Housing
A2-1;2-2;2-3	2.	22	Reconciliation of Density and Livability
A2-2	3.	32	Social-Recreational Provisions in Multiple Dwelling Environments
A2-3	4.	39	Improved Vehicular and Pedestrian Access Systems
C2-1	5.	41	Servicing of Housing
C2-1;2-2	6.	42	Technical Potential for Improving Housing Quality Production and Cost
A2-1;2-2;C2-2	7.	44	Achievement of Maximum Visual and Acoustical Privacy
DWELLING UNITS			
A2-2;2-3	8.	48	The Small Single Family House and Property Re-Assessed
A2-2;2-1;2-3	9.	51	New Forms of Multiple Family Housing
A2-1;2-2;C2-2	10.	54	Diversification within the Dwelling Unit
A2-2	11.	58	The Design of Housing for Mutual Ownership
A2-1	12.	60	Housing Design for Roomers.

GRID

REF. 2. HOUSING DESIGN

ASPECT		INNOVATION NO. PAGE		INNOVATION
A2-1;2-4	EXISTING HOUSING	13.	64	Optimum Utilization of the Existing Housing Stock
		14.	70	Optimum Development of an Existing Residential Environment

Innovation One      Modification of Codes and Regulations  
Governing Housing

The Innovation - to determine how existing codes and regulations inhibit housing and to develop the basis for alternative methods of codification and control.

Purpose of the Innovation - to encourage and permit new dwelling forms and site planning techniques based on positive criteria of livability rather than on negative codified prohibitions. The increased stereotyping of the residential environment and of the living unit can largely be ascribed to the effects of regulations. As an example, the much maligned high rise apartment building set in open landscaped space rather than a more horizontal ground-related approach involving complex building forms and higher site coverage is a direct result of current building and zoning stipulations.

-Housing innovations are frequently prohibited or inhibited by zoning and building codes, regulations and procedures. Valid regulations have to do with necessary standards of structural soundness, fire safety, sanitary and health conditions and with minimum requirements for human habitation. The justification for many regulations, however, seems to originate in much less defensible objectives -- preserving existing property values, generating taxation or minimizing municipal expenditures, resisting all change or prohibiting a more varied environment.

-Many zoning codes employ definitions which limit the housing inventory to standardized forms of standardized habitation. Other dwelling forms, even new approaches to existing forms are precluded by non-inclusion, or non-compliance within codified definitions and requirements. Furthermore complicated regulations, -- coverage calculations, restrictive angular planes and the like--which are aimed at specific objectives, achieve their goals only at the expense of prohibiting alternative approaches to the very different problems of very different sited, and living arrangements.

Limitations - to a large extent, permissive systems of control rather than codified systems are inherently a more flexible regulatory device. To what extent would such permissive approval systems prove inequitable in their implementation, and become subject to pressures of one sort or another? To what extent do approval systems become vulnerable to the varied competence and motivations of the approval mechanism? Are approval procedures individually too time-consuming and uncertain in their judgement, and collectively too ponderous for the dynamics of urban growth? Would more flexible housing design regulations and procedures make it difficult to forecast, for example, school child generation and social-recreational requirements within the context of overall planning?

Approaches to the Innovation

- Housing, like most urban activity, requires both regulation in terms of achieving public objectives, and flexibility in terms of permitting innovative progressive development and in terms of responding to particular circumstances. The older stock of housing, especially in central urban areas, requires within parameters of safety and livability, different regulations and procedures than those applicable to new construction.
- In order to respond to the twin necessities of regulation and flexibility, the approval process may require an innovative approach involving elements of both enlightened codification and permissive review. Inherent in such an approach, residential bylaw controls would entail -
  - development of rational definitions of housing units based not in existing categorizations of dwelling forms (apartments, row houses, duplexes, maisonettes), nor categorizations of life styles, family, non-family, and forms of tenancy (ownership, rental, condominium), but set forth in terms of the fundamental criteria of density, coverage, open space and landscape provisions, parking, audio and visual privacy, access systems, ground relationship and relationship to immediate neighbours and to the larger community.
  - certain broad categories might be retained-- single and semis, and multiple dwellings at low, medium and high densities.

- these would formulate the definition instead of the codification of existing dwelling types precluding habitats as yet unknown.
- innovative definitions and requirements are needed if innovative housing is to be designed and built.
- modification of single family lot size regulations based not on the sanctity of the ubiquitous 50' and 60' lot but reappraising, for example, the validity of the 25' single family property of moderate depth which in earlier days in so many Ontario towns and cities provided a perfectly satisfactory modest home environment. New lotting regulations could permit wall-to-wall or zero lot line solutions of dwelling and site and could encourage cluster techniques in groups of dwellings.
- innovative regulations are as desirable in single and semi-detached housing thinking as they are in the multiple housing scene.
- modification of fire exiting requirements based on reconsideration of the onerous requirement, present in many codes, that the upper floors of multi-level stacked housing units must have independent fire exits. Although this is a rather specific problem, the regulation poses tremendous difficulties in moderate density (30 to 60 units/acre) housing solutions.

- a serious innovative evaluation of reasonable exiting and fire safety standards should be made with due note of comparable European and American experience where quite different regulations pertain. Such appraisal should confirm or modify the validity of many aspects of present fire safety regulations.
- modification of code requirements for existing housing, based on practical suggestions for zoning and building regulations to enable continual improvement and intensive utilization of older buildings.
- standards and regulations which, for example, CMHC normally applies to the rehabilitation of central city housing, frequently makes it impossible physically or financially to embark on desirable changes. Requirements regarding heating systems, exit arrangements, fire separation and space standards are cases in point.
- in a similar way, certain municipal regulations are detrimental to effective utilization and improvement of the older housing stock. For example, in many cities bylaws require one parking space, sometimes even one garage, per apartment unit. This frequently renders impossible the conversion to multiple use of typical downtown narrow residential properties. Setback and coverage regulations of such properties often make an infill approach to central city neighbourhoods illegal.

-here it might be noted that the entire important and neglected question of rooming house accommodation needs serious code and design review in every aspect, from the individual unit through the general problems of rooming house building design to the larger issues of rooming accommodation in the community. Perhaps some requirement or incentive for new development to offer equivalent accommodation to what it supercedes, might characterize certain redevelopment approvals.

-code innovations applicable to the existing inventory of dwellings are perhaps an even more pressing necessity than those required for new residential development.

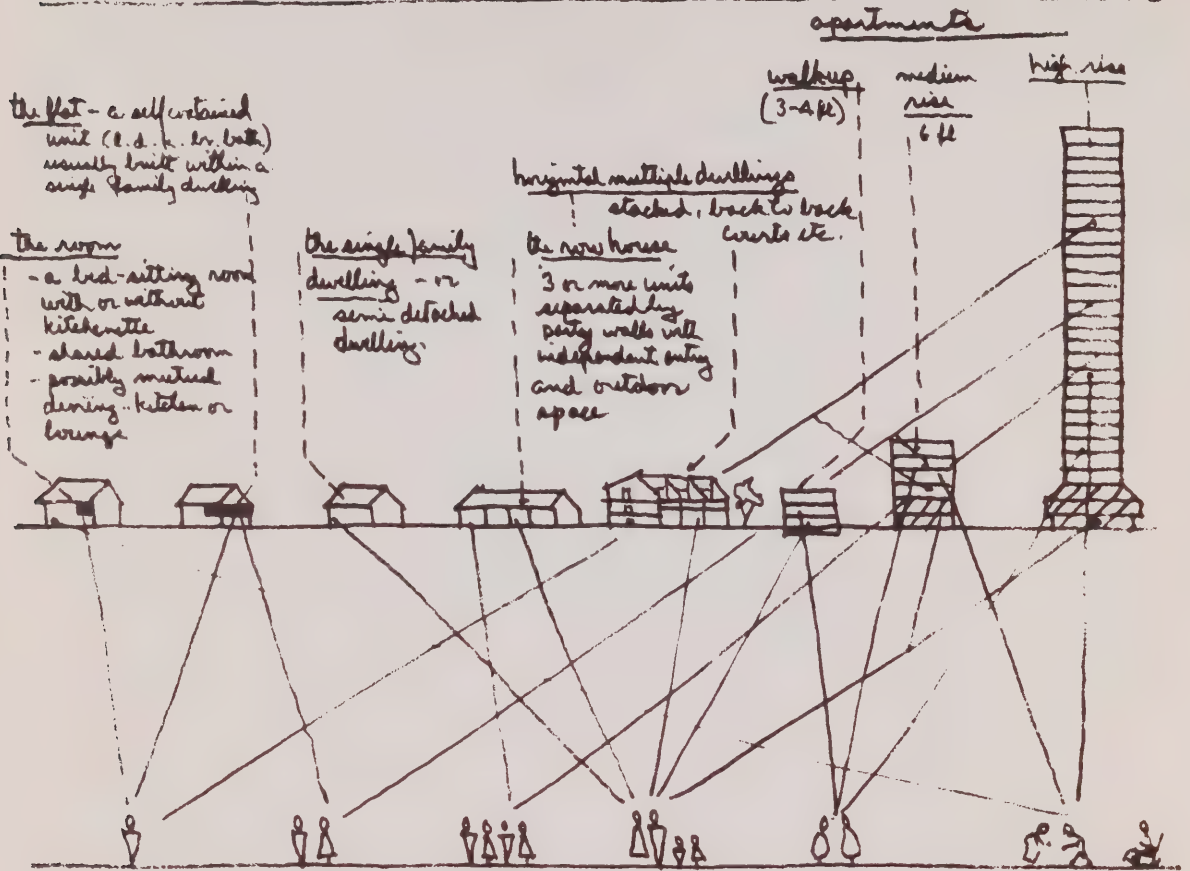
-modification of the single use zoning principle, based on the hypothesis that single purpose restrictions (residential, commercial, institutional) so characteristic of zoning codes, is contrary to an essential aspect of urban life -- that mixture, interaction and variety of people and what they do is what "city" is all about. Here and there multi-use residential buildings have been built (the Colonnade or the Towne in Toronto, Denman Centre in Vancouver), but usually they require special bylaws setting aside established zoning regulations.

-innovative regulations to permit innovative mixed use, "conjunctive" habitation as one observer has labelled the idea, would perpetuate an ancient and honourable tradition in city building.

#### Implementation

1. commission a study of existing codes and regulations in a range of Ontario towns and cities, to determine their effect on housing and the residential environment.
2. prepare a study of alternative regulatory and permissive systems of control.
3. prepare a model of an innovative residential zoning and building code.

# DEVELOPMENT OF STANDARDS AND CODIFICATIONS RELATING HOUSING FORMS TO THE LIFE CYCLE.



## the individual

- the single person, frequently young or elderly.
- rooming houses pose questions of code standards.

## pairs

## communes

## parents with children

- the basic necessity is for ground related circumstances + audio-visual privacy.

## older people

## the elderly couples or alone.

## INNOVATION ONE

## MODIFICATION OF CODES AND REGULATIONS GOVERNING HOUSING

Innovation Two

Reconciliation of Density and Livability

The Innovation - to establish social and design criteria and develop housing forms and site solutions which will reconcile the densities inherent in urban residential environments with the requirements of livability within dwellings, groupings of dwellings and the immediate neighbourhoods and larger communities of which they are a part.

Purpose of the Innovation - to present in a logical way clear definitions of density and to clarify the relationship between density and various housing forms and various planning techniques so that new approaches to livable density may proceed with confidence. With increasing criticism of high-rise development and parallel increasing expectations about "low profile high density" solutions, it is important that density be more precisely understood. This in turn requires an understanding of the social and physical performance criteria by which density may be evaluated. Only then can sound innovative housing approaches be developed on some systematic basis to reconcile density and livability. Dwellings embodying such principles should be built and their performances should be monitored. With a rational analytic evaluation pointing the way to new solutions and with demonstrative examples constructed, the market and the housing industry may be persuaded

to produce a more diversified approach to the problems of livability at urban density.

An introductory listing of the major problems inherent in livability at high density would pose these questions.

- is there a relationship between social pathology and density? On this particular question expert opinion is widely divergent.
- is density of habitation the problem or is the housing form the problem? Oscar Newman in Defensible Space indicates that form may be more important than figures.
- is it possible to reconcile the requirements of family livability with high density and in particular high-rise apartments as child raising environments?
- is there in terms of density a critical mass, as in nuclear physics, beyond which detrimental effects occur, and below which tolerable conditions pertain?

Limitations - it may well be that the concept of livability is so beyond any but the most obvious generalities in one direction and the most predictable particulars in the other, that questions of the relationship of density and livability can neither be posed nor answered. This may be, but the attempt to make a sensitive and sensible analysis about housing intensity is most desirable when so much high, medium and low density habitation proves uncongenial and when increasing intolerance of dense housing and its inhabitants is expressed by the occupants of less dense forms.

-Reliable monitoring of the satisfaction and dissatisfaction felt by the occupants of various forms of dwellings is inadequate, inconclusive and frequently biased. Observations purporting to reflect the social sterility of low density suburbs and the social damage of high rise living constitute most of the analytic output. The twin disenchantment with both suburban circumstances and with urban redevelopment puts a pressure on the existing housing inventory resulting in soaring residential property values even in areas unthreatened by massive rebuilding. As usual, the urban poor suffer most as the roomer, the apartment tenant, the purchaser, pay more and more for shelter.

-These concerns are to a considerable degree a matter of optimum density considerations in the use of land and the forms of housing for particular sites and circumstances. In a larger sense, the same density concerns pose questions of overall town and city form as urban areas spread over agricultural or open lands. Guidance on these matters would permit innovations extending from the dwelling unit to town structure.

#### Approaches to the Innovation

-The first necessity, hardly an innovation, would be to establish accurate definitions of density as applied to housing. How should density be expressed and controlled? Should it be in terms of dwelling units per acre?

Rooms per acre? bedrooms per acre? square feet  
(gross or usable) of buildings per acre?

-The problem is further complicated because density in any particular instance must be evaluated in two ways -- internally in terms of the livability of the dwelling unit or building group, and externally in terms of the effect of the density and its consequent housing and site development forms on the immediate and larger community. Matters of visual and auditory privacy, areas of mutuality and individuality, social facilities, and questions of human scale are all raised by the internal considerations, as well as other problems associated with the natural environment of space, sunlight and verdure. Questions of social and physical neighbourhood compatibility and of the capacity of the transportation, servicing, education, recreational and institutional network are raised by the external considerations.

-In general, density expressions relate to the hierarchical structure of the residential environment somewhat as follows:

-net density - the measure of density, however expressed as a function of the residential property which the dwelling units occupy.

-residential neighbourhood density - density expressed as a function of the residential environment including local parks, schools, residential streets.

-community density - which would refer to the total residential environment, an area exclusive of, for example, industrial and major commercial areas and primary transportation elements.

-town density - a density evaluation based on the total area of a city or town related to the total residential capacity.

-Three approaches to innovations reconciling livability and density are apparent.

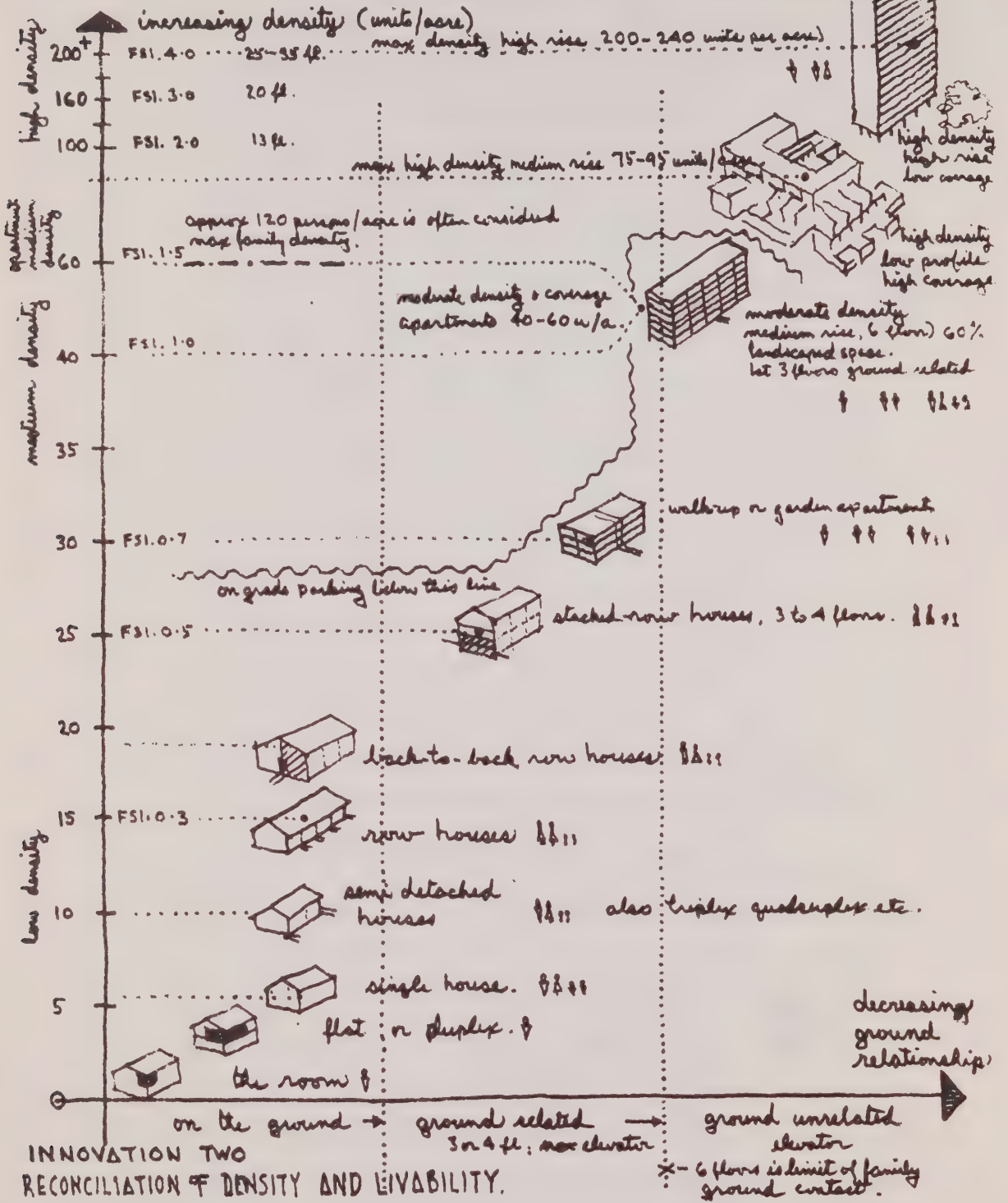
1. innovative study of density and housing forms
2. innovative study of density and town forms
3. innovative study of density and economic consequences.

Some aspects and potentials of these three approaches follow.

1. Innovative study of density and housing form

Two dissimilar and largely unrelated ideas are hopelessly entangled in the current disenchantment with high rise living. One idea has to do with the understandable resistance of established communities and people, rich or poor, to change. Change is inevitably associated with the loss of valuable human qualities, rarely with the achievement of new qualities. The other idea has to do with the viability of high density living. If the high density environment could be made, or could

# HOUSING FORMS RELATED TO DENSITY AND GROUND RELATIONSHIPS.



INNOVATION TWO

RECONCILIATION OF DENSITY AND LIVABILITY.

be proven to be, at least as satisfactory as lower density forms for a broad range of life styles -- for the elderly, the young, in fact for most life stages other than those of child raising -- the first problem would still persist. The difficulty is not so much one of density as one of change. In a community context, innovative solutions to dense housing would minimize the effect of change perhaps by providing accommodation equivalent to the surrounding social and economic circumstances, perhaps by providing meaningful amenities available to the general neighbourhood. In a manner parallel to its external sensitivity, innovative housing would internally respond to the behavior patterns, attitudes and values of its occupants, matching its dwelling forms to territorial considerations, recognizable and acceptable quantitative groupings, the demands of privacy and mutuality, the expression of individuality and the development of social and recreational opportunities.

-Frequently housing is expressed as being of low, medium or high density. These three categories are largely determined by basic dwelling forms and the forms themselves bear a working relationship to the life cycle of the human condition and to the provision and nature of private and public open space. The rather complicated inter-relationships of people, environment, density and building forms is outlined

in the diagram, Reconciliation of Density and Livability.

-All this might well lead to the conclusions that the whole question of livability and density should be recast to explore livability and housing form.

2. Innovative study of density and town form

Residential zones constitute by far the largest segment of urban forms new and old. Those concerned with preservation of the natural environment and with limiting the spread of cities must look to compact town forms unless there is a radical demographic and social/economic shift in the factors determining urban growth. Until and unless negative population growth is achieved, urban growth can only with difficulty be shifted from one place or direction to another; it cannot be universally prohibited. Thus there is a critical and unexplored relationship between housing density, dwelling forms and urban form. This relationship is an important subject for innovative study and action in a country where some 60,000 acres per year pass from rural to urban circumstances.

3. Innovative study of density and economic consequences

Too frequently dense development is rationalized as the inevitable consequence of high land values. The number of units proposed per acre arises from dividing a manageable per unit land cost into the acreable price.

Density depends on land accounting rather than on social or physical objectives. In addition to land costs, there is the matter of dwelling unit costs which may be attributable to various housing forms. Whether 1,000 sq. ft. of single or semi-detached house, or a similar sized row house with appropriate landscaping for privacy, or 1,000 sq. ft. of walk-up garden apartments, or the same 1,000 sq. ft. twenty-eight floors in the air is the most economical decision in terms of capital and operating costs is a somewhat unexplored exercise. There is also the implication of increased cost at heavy densities when vertical transportation, underground parking and complicated high-rise construction techniques affect the price.

The possibilities of construction cost savings by technical means are considered elsewhere in this paper.

The controversial question of the cost benefit or hazard to municipalities arising from intensive residential development at various densities has not received adequate study, especially on a per person or per household basis. Whether the multiple-dwelling occupant is or is not carrying a fair proportion of the tax burden is a complicated question requiring much study.

The relationship of housing density to economic issues of land and building capital and operating costs, together with a consideration of the effect of various housing forms on municipal finances, all require informed and realistic innovative study.

### Implementation

Commission, relevant to the Ontario circumstances, the following studies.

- i. a criteria and definition study of housing density socially, physically and conomically considered.
- ii. an innovative study of density and housing forms including
  - social pathology and density
  - density versus housing form as a problem generator
  - family livability at high density
  - critical density configurations
  - a livability check list or "bill of rights"
  - external effect of density configurations on the immediate and larger community
  - internal consequences of a social and physical nature attributable to various densities.
- iii. innovative study of residential density and town form.

iv. innovative study of density and economic consequences, including,

- density and land costs
- density related to various housing forms and dwelling unit costs
- density related to site development costs
- municipal cost accounting of various residential densities
- capital and operating costs of various housing forms and densities.

Innovation Three   Social-recreational Provisions in Multiple Dwelling Environments

The Innovation-to determine the requirements of multiple-dwelling environments for social and recreational facilities and to indicate how these facilities may be provided and operated.

Purpose of the Innovation-to provide guidance to public and private residential development, whether on a rental or group ownership basis, about the purposes, sponsorships, programs, design, equipment, funding, and management of social-recreational facilities. Such guidance can be based upon research and evaluation of the considerable inventory of existing social-recreational centres and on theoretical studies and proposals available in Canada, the USA and the United Kingdom. Bringing together the expertise of recreation, leisure and social consultants, the experience of provincial and municipal cultural and recreation programs, and the knowledge of educational and institutional bodies could contribute to an understanding of the problem. The social-recreational requirements of a particular housing scheme will be generated not only from the socio-economic and demographic

characteristics of the occupants, but will be very much conditioned by the range and quality of such facilities available in the areas. These will be mostly provided by the municipal and institutional programs and by the "private market" where restaurants, theatres, bowling lanes, and specialized shopping facilities and entertainment fulfill a recreational need.

Limitations - is it possible, based on the limited responsible data available, to determine with any degree of accuracy what constitute the real social-recreational needs of the urban cliff-dwellers, much less the urban mound builders? For example, is it green open space they yearn for or do formulae involving so many acres per so much population reflect an idealized system peculiar to the planner, not the user? Public parks now accommodate an insignificant and decreasing portion of the average adult and leisure time budget. (Seymour Gold) Gans notes that individual leisure preferences tend towards involvement of the person in various sorts of fantasies -- movies, television, spectator sports rather than self-oriented public recreation.

Recreation facility demands may prove to be largely activity and indoor oriented in terms of health clubs, pools, gymnasiums, squash courts, billiard and hobby rooms. Social facilities may include reception, lounges and party areas or rooms.

-to what extent are the resources of a particular housing group or project able to provide social-recreational facilities? Large projects of perhaps a thousand dwelling units or more may be able to operate and support such an installation and its programs, whereas smaller projects may have to content themselves with a pool, a sauna, and a party room.

-in social housing, unless capital funds are available to put in place the necessary social-recreational amenities, and unless operating funds or resources are dependably available to carry out the centre's programs, there is little hope for the successful provision of this important component so essential to the well-being of the housing community.

-should social-recreational facilities indeed be put in place within specific housing complexes? In the interest of integrated and cohesive communities, should not such provisions and programs be the responsibility of, and hence located in, the general community? When neither the municipality (because of other urgent priorities) nor the project (perhaps because of limited size) has the resources, nothing is likely to be done.

What is profitable will be provided by private enterprise; what is mandatory will be undertaken by the public authority (education, servicing). But what is neither profitable nor mandatory may, in an increasingly leisured society, be the touchstone of tomorrow's life style. The social-recreation centre is such a phenomenon, and so how to define it may be the ultimate limitation of the idea.

Approaches to the Innovation

The first task is to investigate fully this rather new problem. In the larger cities, particularly in Metropolitan Toronto, and to some extent in others, there has been an impressive development over the last several years of comprehensive and successful social-recreational facilities in major private developments of moderate and high density housing. These cater to the middle and upper income range of tenants or to condominium occupants in such residential complexes as University City, Thorncliffe Park or Crescent Town. Several of the major housing developers with many hundreds of suites in both their rental and condominium portfolios have a consequent wide experience in the provision and operation of social-recreational centres. Specialized staffs at a programmatic and management level have been operating them for several years. The extensive inventory of condominium projects have a matching experience in mutually owned and operated facilities and programs. Institutions like the "Y" have reached out into the multiple-dwelling environments to operate programs. Municipal departments concerned with recreation throughout the urban areas of Ontario have had broad

and lengthy experience. Church groups, service clubs, boards of education are in various degrees and aspects skilled in programs for the young, the teenagers, the old and the not-so-old. Post-secondary education and interest programs flourish. Tenant organizations operating social-recreation centres have exhibited an astonishing inventiveness and energy in formulating and operating programs involving active and passive recreation, vacation farms, ski clubs, sailing clubs, charter flights and a range of interest programs from karate to calypso. Child care centres and day nurseries are increasingly a social centre component as mothers join the work force. Consultant sociologists, social workers and community involvement specialists are increasingly to be found in the social-recreation aspects of housing.

All this diverse range of experience should be studied. The successes and failures should be analyzed. Research and evaluation should lead to a better understanding of this fascinating new dimension of housing, and the resultant studies should be widely distributed to facilitate better understanding of the goals and methods whereby future social-recreational facilities and programs can be improved.

Implementation

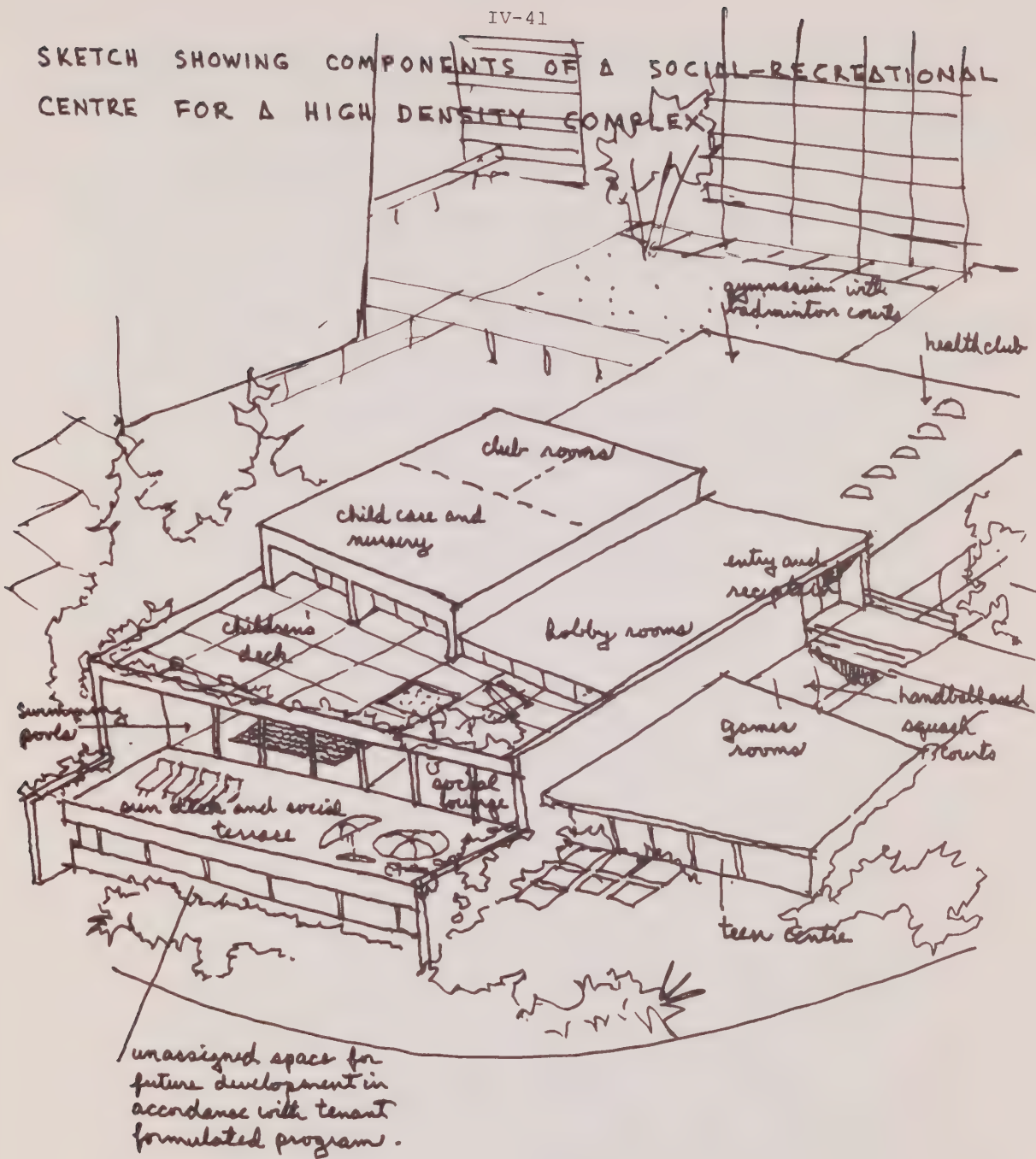
1. Commission a study of the social-recreational needs of multiple dwelling environments. The study should involve social consultants, recreation and leisure experts, developers with related experience, condominium and cooperative representatives, institutional and educational authorities, representatives of tenant organizations, municipal and provincial resources, architects, planners and all those with an interest and experience to offer. Seminars similar to that undertaken in Toronto in 1969 might be useful to focus ideas.

The study should be prepared to offer innovative guidance on such matters as purposes, programs, design, equipment, funding (capital and operating), sponsorship and management.

2. Funding should be arranged to enable one or two pilot projects to be built, operated and monitored to guide further development in the provision of social and recreational facilities.

IV-41

# SKETCH SHOWING COMPONENTS OF A SOCIAL-RECREATIONAL CENTRE FOR A HIGH DENSITY COMPLEX



## INNOVATION THREE

### SOCIAL-RECREATION PROVISIONS IN MULTIPLE DWELLING ENVIRONMENTS

Innovation Four Improved Vehicular and Pedestrian Access Systems

The Innovation - to suggest ways of improving vehicular and pedestrian access systems in terms of site planning and building configurations

-with regard to vehicles:

-to determine tenant and guest parking requirements of housing complexes of various sizes and occupancy characteristics and in a variety of urban locations.

-to suggest parking structure solutions which internally are more attractive and which pay particular attention to user safety and surveillance.

Purpose of the Innovation - to shape apartment buildings, their landscape and their site circulation systems so that the conflicting demands of pedestrian movement, guest cars, tenant vehicles, taxis, delivery vans, garbage trucks and fire fighting equipment are sorted out in logical and attractive ways. Main entrance lobbies too often bear little or no relationship to the frequent journeys to and from the parking facilities. Tenants, particularly women, are apprehensive of the menace that may lurk in the parking structures. Underground or decked structures are poorly lighted and without any attractive colour or texture. Surely something better can be done to an area that is for many the point of arrival and departure for the apartment environment.

Limitations - to what extent can additional expenditures be made in the already costly if dreary parking structures to improve their design qualities?

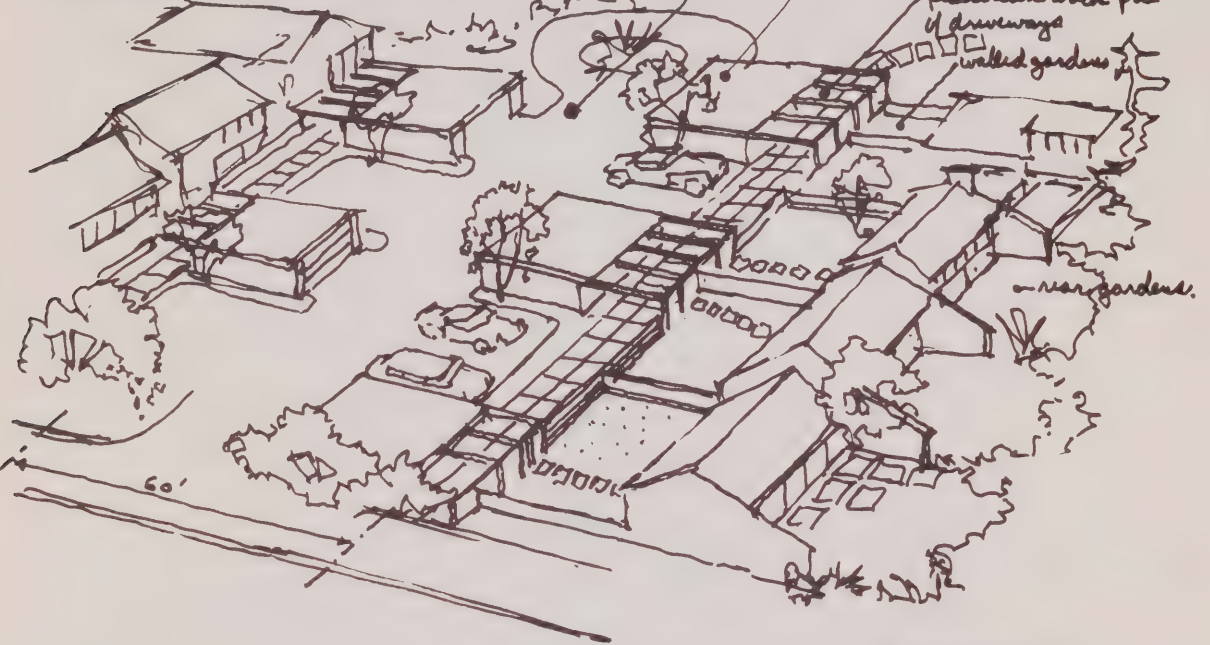
-to what extent are municipalities and CMHC prepared to reduce parking requirements in line with the endeavours to alleviate central city traffic congestion by encouraging, even necessitating, the use of public transit? Such reductions would presumably require strict enforcement either of street parking prohibitions or the controlled licensing of overnight street parking.

Approaches to the Innovation and its Implementation

1. Prepare from public, municipal, and from private development sources a survey of parking requirements and parking utilizations under a variety of urban situations and tenant occupancy circumstances. From this, make recommendations on tenant and guest parking policies.
2. Prepare an evaluation of parking methods ranging from on-grade provisions to complete structures.
3. Prepare diagrammatic analysis of a full range of site-planning and building solutions to the inter-related demands of pedestrian and vehicular access.

# TWO VEHICULAR-PEDESTRIAN IDEAS.

Perhaps new street configurations could permit separation of the car, either moving or parked from the pedestrian walkways and the front gardens.



access stairs under controlled accessibility

increased lighting levels, bright directional colours.

clear view down aisles with no hiding spaces.

light well openings in landscaped deck over to make parking garage less oppressive

light weight floor to ceiling steel mesh partition between stalls. Overhead grille roll doors.

key operated 1-car pass entry gates.

Possibly underground parking could be made safer for tenants and their vehicles if each car had its own enclosed station.

Innovation FiveServicing of Housing

It is beyond the scope of this report to suggest innovations in the highly technical matter of servicing and waste disposal. It is possible that autonomous systems for sewage treatment and water supply are in development and testing stages. This notation is included to complete the inventory of housing innovations by drawing attention to the possibility of bearing in mind this important future prospect in any evaluation of potential technological changes affecting housing.

Innovation Six      Technical Potential for Improving Housing Quality,  
Production and Cost

Again it is beyond the scope of this report to do other than suggest that technical innovations will continue to be of paramount importance to housing design and production. The four principal objectives of technological innovations are: to lower housing cost, to improve the quality of housing, to increase the speed of construction, to increase the quantity of housing production. These and other aspects have been thoroughly studied in the report of Peter Barnard Associates entitled "The Role of the Ontario Housing Corporation in Systems Building". The report recommended the following:

- the necessity for continuity of demand in systems building
- dimensional standardization
- long range forecasting and planning
- annual competitions for innovative housing
- programs of applied research and development.

There is little question that Canada's principal problem is cost, not technological improvement or production capacity. These construction costs have a detrimental effect on the scope of social and design innovations.

About technological innovation, Dr. Barnard made certain observations:

- the likelihood of building systems making a significant contribution to Canadian housing seems slight.
- technological innovation is not achieved through dramatic breakthroughs, but through the gaining of acceptance of many less significant developments.

-innovation, at least in the housing industry, is not a synonym for invention.

-the major problem of the innovator is the costs and uncertainties of the first application of the product.

-innovation needs encouragement. The best encouragement is to minimize the risks, many of which are beyond the innovator's control.

-strategies for the encouragement of innovation should be built into any housing policy and program.

Innovation Seven      Achievement of Maximum Visual and  
Acoustical Privacy

The Innovation - to maximize the visual and acoustical privacy of each dwelling unit with particular attention to those problems posed by multiple forms of housing.

Purpose of the Innovation - to design, construct, and site dwellings in such a way that visual privacy of interior spaces and of exterior usable spaces, whether gardens, balconies or terraces, is achieved. Solutions will involve architectural and landscape design considerations.

-to design, construct and site dwellings so that acoustical privacy within and without the unit is maximized. As is the case with visual privacy, increased housing densities, particularly in complex low profile schemes, make the problems of acoustical privacy much more demanding. The solutions are partly of a building and site planning and design nature, but much technical innovation on the acoustical problems of the housing environment, internally and externally considered, is urgently required.

Limitations - would reasonable external visual and acoustical privacy standards constrain unduly the density at which low profile high density housing schemes are aiming? There is some evidence in England that this may be so.

-would the expenditures required to achieve reasonable acoustical isolation of dwelling units within buildings prove unacceptable in the housing market?

Approaches to the Innovation - As housing density increases and as interest grows in low profile high density systems involving greater coverage, reduced interface distances and sectional complexity, privacy from other eyes becomes an increasingly important consideration. Solutions to the problems of overlook, where upper units oversee lower ones, involve not only visual protection but protection from falling objects either accidentally or deliberately launched. These solutions should be reflected in basic architectural, siting and landscape decisions. The effectiveness of walls, fences and screens to truncate or interrupt horizontal and vertical sight lines to private areas of dwelling units, needs systematic exploration. Dwellings and their siting can be so designed as to achieve a variety of visual privacy zones or circumstances ranging from public to semi-public to private areas. Consideration should be given to the opposite requirement of visual privacy:--the opportunity for visual continuity to facilitate surveillance of children's areas of play, the departing guest, the stranger within the gates. Here the opportunity of extending the territorial perception, the "defensible space" of the residents as individuals, families and as a community becomes a design objective.

In recent European and American evaluations of resident reactions, the most constant and bitter complaints were directed towards the lack of acoustical privacy in dwelling units. Obviously multiple housing is more vulnerable to noise difficulties, of which other people's noises are the most irritating. Internally, noise can be transmitted from other units through walls, floors, and ceilings of inadequate acoustical characteristics. External noise can penetrate through doors and windows, a problem at its worst in summer months when they stand open and when external noises are at their maximum. Internally, the planning of dwellings can enhance acoustical privacy by careful zoning of noisy and quiet areas separated by storage or other barriers to sound.

Noisy and quiet areas of adjacent units can be matched up horizontally and vertically.

Externally, outdoor living areas of adjacent dwellings should be separated for acoustical privacy or acoustically screened by building forms or landscape elements. For example, atrium houses and zero lot line developments can produce unacceptable external acoustical interchange when their garden terraces are side by side. Sometimes an ambient noise level, water falling in a pool, is of some help in maintaining privacy. But when all planning and design precautions are taken internally and externally, there frequently

remains a technical problem of noise transmission. It is recommended that a thorough and practical innovative evaluation of this widespread problem be undertaken to benefit the acoustical performance of housing.

#### Implementation

1. Undertake innovative studies of the nature of the problems and of the possible solutions to visual privacy and visual surveillance in the housing environment.

Diagrams would to a large extent supercede words in presenting visual considerations.

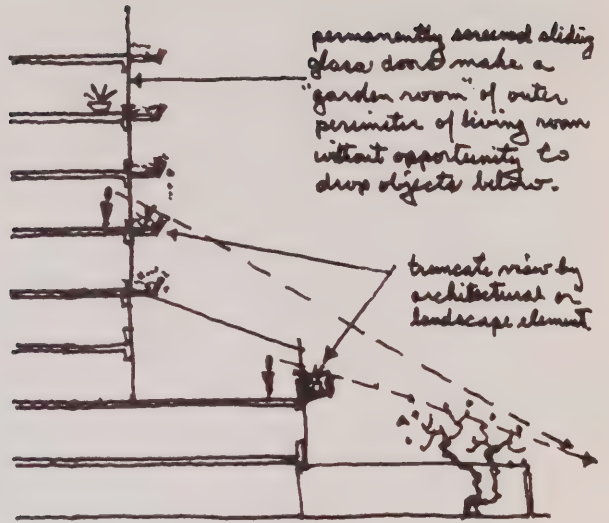
Prototype examples of generalized suggested solutions might well be constructed. Existing housing environments might be used to illustrate solutions applicable to their kinds of problem.

2. Similar studies regarding acoustical privacy in the housing environment should be undertaken.

Technical research into economical means of reducing noise transmission from unit to unit through the structure and mechanical systems (plumbing and ventilation) of buildings should be made.

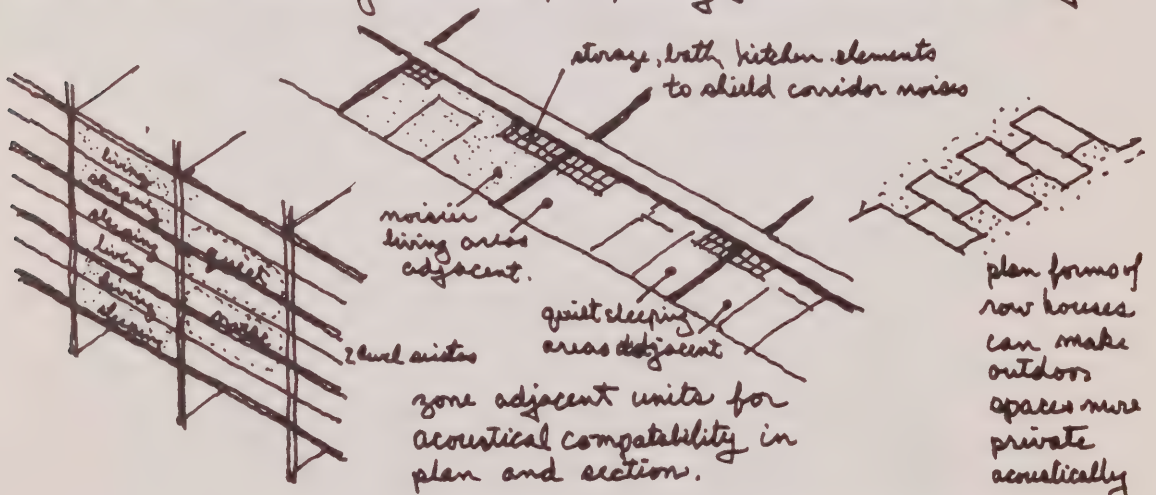


problem



solution

The overlook problem - where units are stacked one above the other, whether in, apartments or row houses, upper units destroy the exterior privacy of the lower units. In addition upper units may accidentally or deliberately drop objects on those below. These are serious problems, particularly when lower units of multi storied buildings are used for family ground related living.



The acoustical problem can be ameliorated by design.

INNOVATION SEVEN

ACHIEVEMENT OF MAXIMUM VISUAL AND ACOUSTICAL PRIVACY.

Innovation Eight    The Small Single Family House and Property Re-Assessed

The Innovation - to re-assess the continuing viability of the small single family house and lot as a moderate density housing form.

-to explore a range of site planning techniques and house designs involving cluster developments, zero lot lines and other configurations in order to achieve groupings of single family houses at significant densities.

Purpose of the Innovation - to produce economical and livable housing solutions at densities comparable to those characteristics of row and stacked units, but utilizing as a basis the single family house standing independently on its own property. The single family house will probably always be the most desired form of dwelling for most families. If it can be accomplished at moderate density (15-17 units per net acre), then the very real affection and preference with which people regard it and the advantages of individual property ownership in terms of financial investment, personal identification, social status, flexibility, independence and general livability for all stages of the life cycle will be within reach of a much broader segment of the housing market.

Limitations - it is some indication of the questionable objectives of zoning bylaws that in nearly every municipality occasionally 40', but more usually 50' and up are mandatory as minimum lot widths. Such regulations turn their back on the convincing image of the modest small house and property still functioning very well fifty years later in so much of the older portions of Ontario towns and cities. Even if well planned 3-bedroom units including garages were solved on, for example 25' by 100' lots, to what extent would residential zoning regulations be amended to permit the small single family property? Would bylaws allow cluster housing and zero lot line configurations and groupings? At present, there must be few if any municipalities whose regulations in areas of new growth will permit configurations of single family houses and lots involving minimum-sized properties.

Approaches to the Innovation - much could be learned, in a social and physical context, by purposefully re-examining the small house and lot environment to be found in most Ontario towns and cities which were built perhaps some fifty to sixty years ago. The first step towards understanding the potentials and limitations of this common and historic housing form might well be to examine and evaluate these urban communities. The major changes since that time would have to do with the requirements of the family car or cars and

changes in family and individual life styles, presumably in that order.

-many studies of the single house environment have been undertaken here and abroad,-- for example the Urban Land Institute's study on Cluster Housing, the Columbia New Town studies on zero lot line techniques, U.K. house grouping experiments in Washington New Town, and Canadian experimentation at Bramalea and Erin Mills' Millway Gate in the Toronto area. These studies should be reviewed and their ideas evaluated as a step towards further study of the potentials of the small single family house and property.

#### Implementation

1. examine and evaluate older areas of towns and cities where small scale house and lot configurations pertain.
2. examine and evaluate the many studies and actual prototypes of small lot housing accomplished here and abroad.
3. build a pilot project or two of small single family houses and monitor the results in terms of costs, market acceptance and livability.

Innovation Nine

New Forms of Multiple Family Housing

The Innovation - to evolve new forms of multiple family housing responsive to the necessities of urban density, changing concepts of family life and manageable costs.

Purpose of the Innovation - to broaden the limited inventory of multiple housing forms now largely confined to the stereotyped apartment solution and various forms of row housing.

- there is no intrinsic merit in the idea of newness or innovation except to the extent that fresh approaches solve old problems better or solve new problems in new ways. Problems old and new that innovative multiple housing forms might attempt to answer would include:

- for high density buildings

- reconciliation of family living circumstances with high building forms (see innovation 2)
- diversification and flexibility within the dwelling units (see innovation 10)
- achievement of manageable social groupings and scale in terms of defensible space, territoriality, surveillance, security (see innovation 2)
- provision of significant private outdoor space in high buildings
- incorporation of communal social-recreational facilities (see innovation 3)

- for moderate density buildings

- exploration of maximum density of housing development based on ground related units.

Problems arise of overlook, fire exiting and fire fighting, acoustical privacy, excessive vertical pedestrian movement, construction costs, parking provisions, delivery areas, garbage disposal.

-exploration of dwelling forms that can easily be expanded as family requirements grow, thus obviating the need to move away from established neighbourhoods and friends.

Limitations - there are no specific particular limitations to the derivation of new forms of multiple family housing other than limitations inherent in certain aspects of the concept. For example,

- is it possible to solve the problems which arise when youngsters are raised in circumstances peculiar to high rise high density housing? Or are the only solutions those that put young families in direct contact with the ground or at least in ground related circumstances?

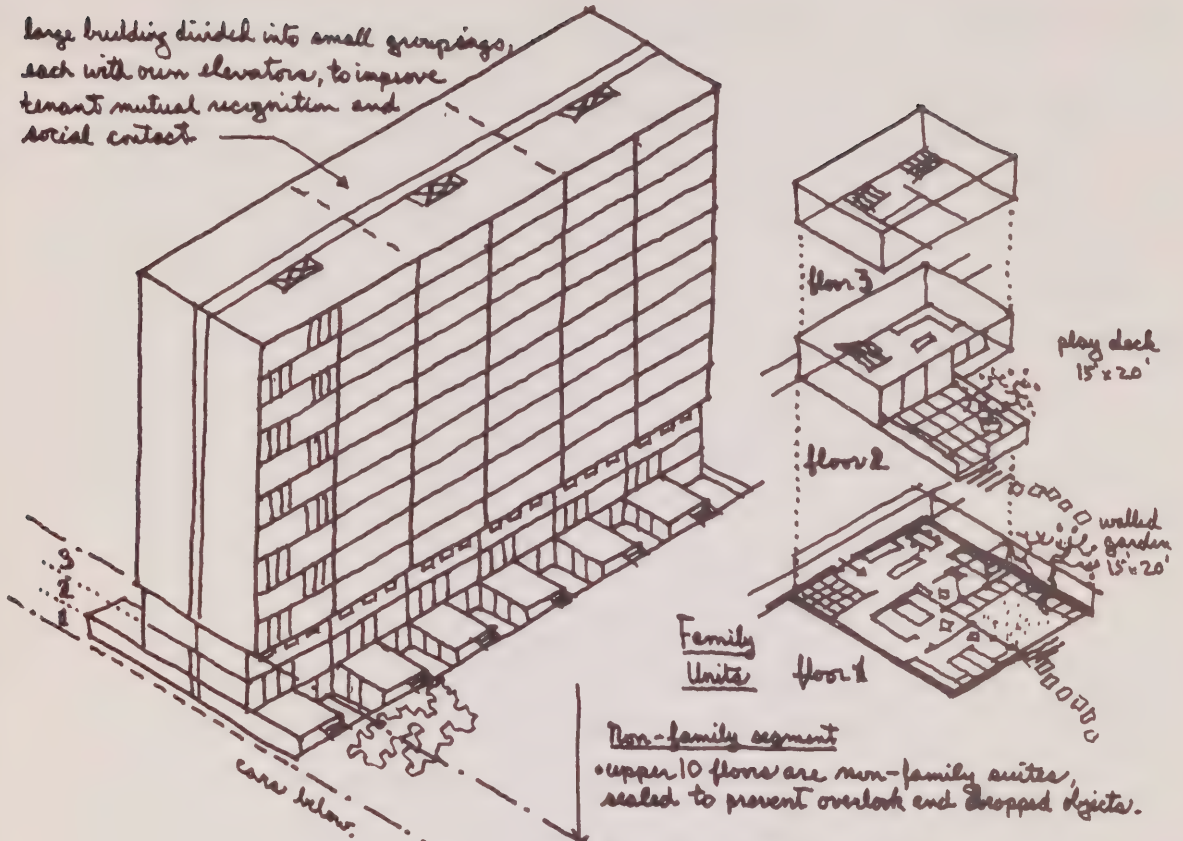
#### Approaches to the Innovation

-a most valuable tool in deriving concepts for new forms of multiple family housing, or indeed for any forms of housing, would be the development of a thorough checklist, a sort of "Bill of Rights", against which new and innovative ideas could be measured.

Implementation

1. develop a checklist setting out desirable criteria ranging from site planning to storage elements. Such a checklist would include
  - studies of the behaviour, attitudes, and perception of occupants with particular emphasis on analyzing physical design and planning features
  - man-environment inter-relationships -- personal and family privacy, social interaction, health and safety, functional convenience and personal comfort.
  - the dwelling unit-spaces
    - elements
    - mechanical equipment
    - storage
    - outdoor spaces
  - relationship to the project or group of units including
    - communal facilities
    - public, private, and semi-private spaces
    - servicing
    - landscape
2. develop in sketch outline innovative housing proposals to the check list
3. construct and monitor prototype units which show promise of contributing to the housing inventory.

large building divided into small groupings, each with own elevators, to improve tenant mutual recognition and social contact.



#### Non-family segment

- upper 10 floors are non-family suites, sealed to prevent overlook and dropped objects.

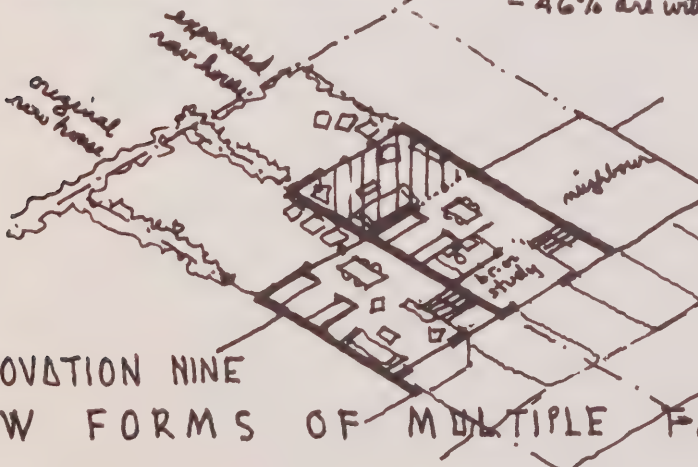
#### Family segment

first 3 floors are ground related family units each with private outdoor space.

- total is 100 suites/acre of which 24% are ground related family units
- 46% are within 6 floors of ground.

1

### Family livability at high density



### 2 Dwelling forms that expand easily

- multiple units grow without damaging their neighbours.
- family changes don't necessitate leaving familiar community and friends.

INNOVATION NINE

NEW FORMS OF MULTIPLE FAMILY HOUSING

Innovation Ten

Diversification Within the Dwelling Unit

The Innovation -to develop buildings, and dwelling units within them which, by design and construction, facilitate flexible arrangement and re-arrangement of rooms and spaces.

Purpose of the Innovation -to shape dwellings to occupants rather occupants to dwellings so that changing household (family) circumstances, changing life-styles, personal preferences and objectives may diversely determine the living and spatial arrangements. Such diversity is particularly needed in multiple dwellings where the materials and methods of construction, the intensity and scale of development, the demand of building and planning regulations, cost factors and the natural tendency to repeat familiar solutions has increasingly led to stereotyped, static and undifferentiated buildings and dwelling forms. Their users are imprisoned. The diversity concept is applicable to all multiple housing, but may present special requirements and opportunities to social housing.

Limitations

- to what extent, in actuality, would occupants rearrange their accommodation over, for example, a five year period? In effect is flexibility worth the trouble?
- do the average lengths of lease or occupancy and the general Canadian mobility make flexibility within

the dwelling unit a dubious advantage?

-would flexibility increase dwelling costs significantly within the total construction and equipment outlay even though its cost effect may be largely generated only by the difference in price between demountable and fixed internal partitioning?

Approaches to the Innovation -diversity within dwelling units presupposes an external structure for the overall building whose internal layout in terms of arrangements within individual suites is capable of change.

-two elements of the building are largely fixed.

-the basic structure of bearing members (walls or columns) floors, ceilings and fixed provisions for general horizontal and vertical circulation. The external skin of walls, windows and doors is similarly unchangeable.

-the basic mechanical installation of plumbing, heating, ventilating, and power and communication distribution. Plumbing provisions of hot and cold water and drains constitute fixed "wet walls". Heating by electric element within the dwelling units may increase flexibility somewhat.

-flexibility within the building and its dwelling units presupposes moveable wall and storage components which require modular dimensional coordination of these elements and of the overall building to permit alternative spatial arrangements.

-if changes are to be accomplished by the occupants, certain criteria must be achieved in the design and technical solutions.

- moveable partition elements must be comfortably handled by one person and so must be of manageable dimensions, weight (about 50 pounds) and durability.
- installation and the removal of partition elements must be simple, probably involving an expanded sealing edge at top secured in place by some sort of integral jacking system so that wall elements are wedged in place by friction. Adjacent panels should slot together.
- partition elements, besides incorporating wiring ducts, should provide for fixing shelves, suspending cupboards and hanging pictures and objects.
- the system must comply with fire and acoustic regulations and performance standards.
- additional panels must be available for hire or purchase, and unused panels should be returnable to the building inventory.

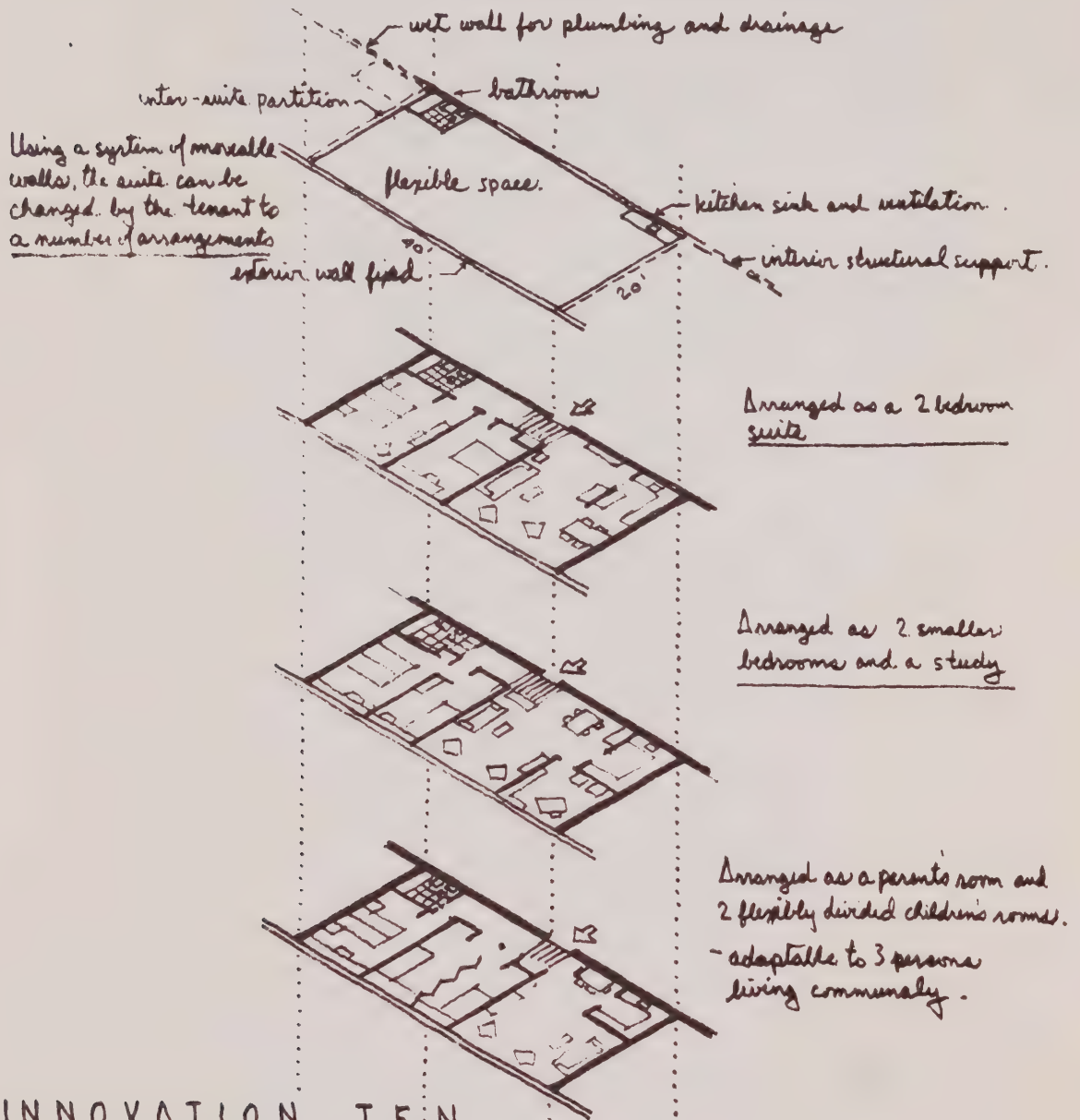
#### Implementation

1. Commission a study of the user potential, technical possibilities and cost consequences of the concept of diversity within the dwelling unit. Such a study might best be undertaken under the direction of an experienced

housing architect working in collaboration with engineering consultants, builders, suppliers and manufacturers, and experienced housing management and maintenance personnel. Consumer participation possible through tenants, resident or cooperative organizations should be involved.

2. Build through public, private or joint auspices, a prototypical building incorporating the findings of the study. The prototype should be monitored over an adequate period of time to establish the validity of the diversity concept and to evaluate positive and negative aspects of the built solution in order to improve subsequent development of the idea.

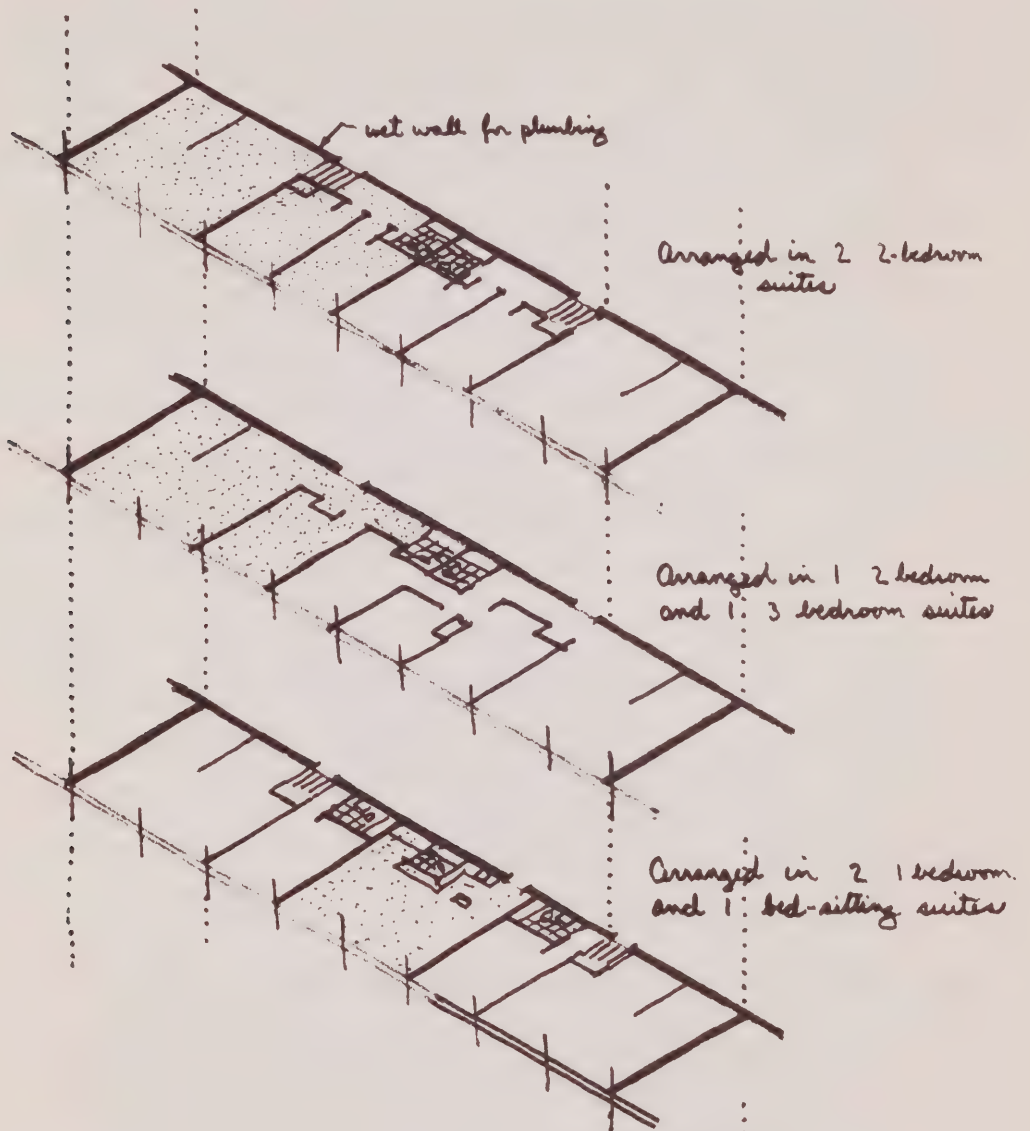
FLEXIBILITY WITHIN DWELLING UNITS TO  
ACCOMMODATE PERSONAL PREFERENCES AND  
CHANGING HOUSEHOLD NEEDS.



INNOVATION TEN.

DIVERSIFICATION WITHIN: THE DWELLING UNIT

FLEXIBILITY WITHIN THE BUILDING  
FORM TO PERMIT ALTERNATE SUITES



INNOVATION TEN

DIVERSIFICATION WITHIN THE DWELLING UNIT

Innovation Eleven    The Design of Housing for Mutual Ownership

The Innovation - to assess the various forms of mutual housing, condominium, cooperatives, and communes in terms of their social and financial objectives and organization affecting design and in terms of the housing forms which best suit the objectives and circumstances of mutuality.

Purpose of the Innovation - to determine the special design requirements inherent in what Norbert Schoenauer has termed "conjunctive habitation" and to propose design approaches which respond to the requirements of mutual ownership and operation of a housing group. Included in such habitation would be housing for communal and group living which may prove to be a fairly prevalent form of social organization.

Limitations -do condominium, cooperative and communal living circumstances require any special solutions which differ from those required in the rental or ownership market?

Approaches to the Innovation - there is an extensive and diversified experience in condominium housing at high, medium and low densities. This experience should prove an informative source if assembled and evaluated along the lines of the UDI condominium study. Social, physical, financial and management aspects would be of interest. The experience of housing cooperatives should be similarly studied. From such studies, there could emerge an understanding of the specialized possibilities and problems of group ownership housing. These observations and recommendations could serve as the basis for innovative design approaches.

Implementation - Many of the studies on housing design innovations recommended throughout this paper should result in programmatic ideas to which housing design could respond. It is probable that generalized and diagrammatic design observations and suggestions could be formulated as the working product of these innovating studies. The design guidelines could be produced as a series of publications and made available to the public and private housing market, and to developers and architects for their use in preparing innovative solutions to specific projects. (A similar set of studies was prepared over many years by the Ministry of Housing and Local Government in the UK, and enjoyed an international reputation and use.)

Innovation Twelve

Housing Design for Roomers

The Innovation - to develop design criteria and solutions for rooming house type accommodation, realistically applicable to the user requirements and economic circumstances characteristic of this important and neglected housing problem.

Purpose of the Innovation - to contribute useful programmatic and planning ideas about roomer's accommodation.

Thousands of rooming house tenants occupy a significant segment of the housing stock. Their needs, attitudes and resources, and those of the owners or operators of this important housing market have received little attention. Alone among the occupants of housing, the roomer inhabits accommodation by and large never designed to be used by him; for he inhabits, relatively unchanged, what were originally single family houses. Although there are many excellent rooming facilities in good dwellings and in sound neighbourhoods, the vast majority of rooming houses are in older parts of the city, in older houses never designed for their present kind and intensity of occupancy and looked upon, perhaps not unreasonably, simply as maximized revenue producers for their owners, absentee or otherwise. It is a difficult housing form and a difficult housing operation which is largely neglected as a social problem, as a financing problem (whether in the rentor's or owner's terms) and as a design problem.

Limitations - faced with soaring city property values to be amortized in the rental income and with high and unpredictable costs of altering older houses, can any additional expenditure be contemplated to improve the physical circumstances of the average rooming house without necessitating room rentals higher than normally encountered in a rather competitive market? Perhaps the most that can be looked for is a clean, well-heated house, good management and adequate bathroom and kitchen facilities.

Approaches to the Innovation - Many problems, most of them not architectural, are associated with the rooming house operation business. Here are a few:

- code enforcement of minimum standards of repair and occupancy, and building bylaw enforcement.
- fire exiting and fire-rating of construction.
- zoning requirements sometimes indicating parking provisions, and lot coverage, or set-back regulations.
- indeterminant construction problems and costs inherent in renovating older houses for more intensive occupancy.
- financing of the acquisition, renovation and alteration of older houses.
- lack of a housing policy to assist in solving rooming house accommodation.

-design requirements of the individual room.

This is not quite as simple a problem as might first appear. There are in tight circumstances problems of furniture arrangement, storage and closet facilities, lighting, power, ventilation; questions of room kitchenette facilities for food storage, preparation and cleanup, versus communal kitchens serving several rooms.

-design requirements for bathroom and washroom provisions.

-the desirable inclusion of some mutual social space, perhaps with TV, -- possibly in a slightly oversized common kitchen area.

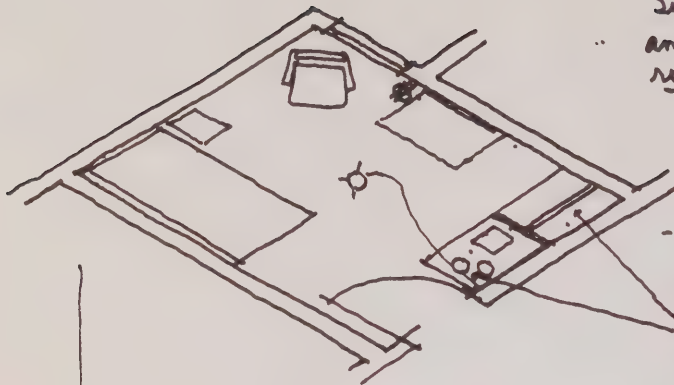
-provision for managing the house.

-provision for cleaning the public areas.

Design requirements for rooms, food preparation, bathroom facilities and social spaces should be applicable also to new buildings designed from the very beginning to solve properly the social, physical and economic aspects of the roomer's housing requirements.

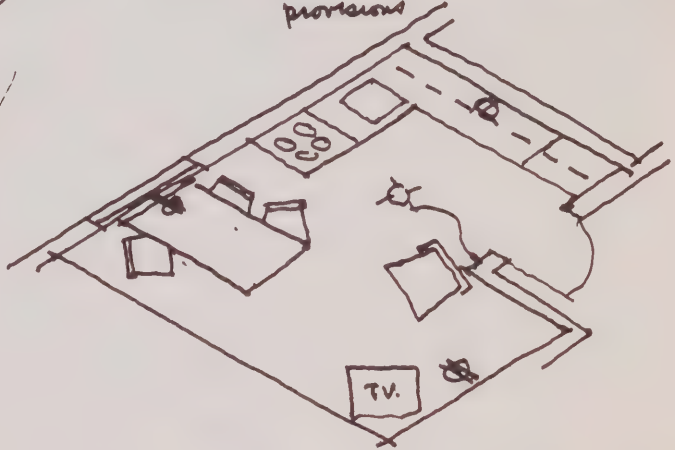
### Implementation

1. Establish realistic programmatic and design criteria based on the real world of houses and people and their resources which the rooming house business caters to. Suggestions on planning, furnishings and equipment and on private rooms and communal facilities should reflect the conclusions of the user program and design evaluation.
2. Acquire as a pilot project a few typical houses and convert them to rooming house accommodation utilizing the findings of the above evaluation. Monitor carefully the social, physical and economic aspects of the prototypes. Publicize the findings of the study and the examples in a way that will be useful to the rooming house market.
3. Commission studies of special residential buildings designed to meet the roomer's requirements and resources. An important criteria of such buildings is that they should fit into the neighbourhood (possibly by way of infill) without a jarring physical or user effect.



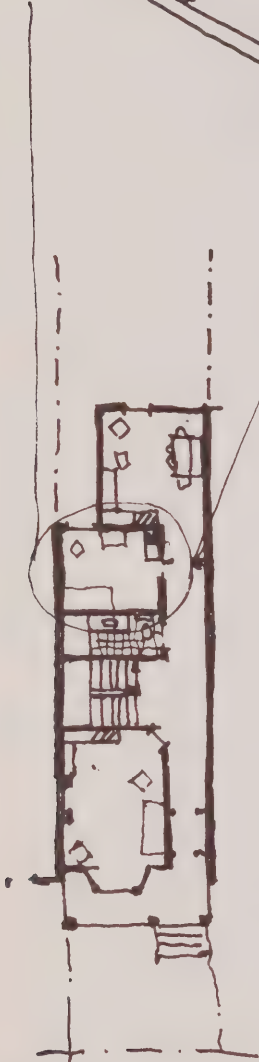
Suggestions on the planning, equipping and furnishing of the individual room.

- furniture arrangement.
- storage and closet facilities
- lighting and wiring
- ventilation
- kitchenette equipment.
- prepare a series of typical studies based on configurations of older houses. Also study the food preparation and the clothes storage provisions



Suggestions on the planning and equipping of communal kitchen-lounge rooms.

These are somewhat specialized problems posed.



Provide an advisory service capable of advising the rooming house market in a practical way on such matters as . -

- construction problems .
- planning and equipping
- codes and regulations
- financial decisions .

INNOVATION TWELVE

- in short a "store front" architectural advisory service .

HOUSING DESIGN FOR ROOMERS.

Innovation Thirteen      Optimum Utilization of the Existing  
Housing Stock

The Innovation - to assess the potential of the existing urban residential environment qualitatively and quantitatively, and to take action on an experimental basis towards optimization of that potential. Social, economic and physical aspects are involved. Such studies and demonstrations on urban livability must include both the dwelling itself and the community of which it is a part. Neither can be considered or acted upon effectively in isolation. Thus, two identifiable areas for innovation are evident:

- optimum utilization of the existing housing stock,
- optimum development of the residential collective, be it precinct, neighbourhood or community.

The first of these is the focus of attention of this innovative proposal; to assess and, by example, illustrate the potential for improved utilization of the existing housing stock, particularly in older central city areas, with special emphasis on social, design, technical, financial and operative aspects of the problem.

Purpose of the Innovation - to achieve, particularly for low income households, good housing at manageable costs within the socially and physically familiar circumstances of existing neighbourhoods and with a minimum of institutionalization, and in so doing to stabilize such neighbourhoods, encourage personal and community resources and offer security of tenure. This objective probably involves increased multiple utilization of the existing housing stock and infill techniques.

- to assess, again particularly for low income households, how dwelling rehabilitation and repair can be accomplished. Questions arise of owner's or occupant's willingness to effect improvements, of financial resources and responsibility and of renovation procedures and techniques.
- to generally review the present utilization of the older housing stock in terms of occupancy, conditions of tenure, social/economic change, and to evaluate its physical characteristics and conditions.
- to apply the review to a demonstration involving community participation
- to assess the effectiveness of existing and proposed assistance and legislation available from federal, municipal and provincial sources.
- to assess the effect of codified standards on optimum utilization of the existing housing stock.

Limitations - Rising acquisition costs, code requirements, zoning and planning regulations, unavailability of appropriate units, the difficulty of accurately estimating alteration and improvement costs for old and worn-out buildings, organizational and contracting problems, human problems of community participation and personal problems of individual and family attitudes, resources and behavior, questions of sponsorship, questions of stability of operation and responsibility over long periods of time, -- all or any of these may threaten, weaken or destroy the viability of the idea. Nonetheless, the list of difficulties is in actuality a catalogue of why innovative demonstrations with the existing residential inventory is worthwhile and necessary. An actual experience utilizing the existing stock of housing and resources of a neighbourhood and its people is essential; the problems and possibilities will never be disclosed or understood as a paper exercise.

Approaches to the Innovation - The idea of exploring optimum utilization of the existing housing stock embraces such a wide range of social, design, technical, economic and operational considerations that diffusion and confusion threaten any suggested methodology and its application to an actual exemplary proposal.

-Perhaps the best way to approach the concept is to choose a demonstration situation small enough to be manageable in an experimental sense, typical enough of the general problems of central Ontario towns and cities to be of wider significance, and large enough to exhibit the diversity of problems and possibilities inherent in the basic idea.

Implementation - Having chosen a limited demonstration situation for the innovative experiment in optimum utilization of the existing older housing stock, the following sequence might ensue:

- i. survey and evaluate the social and economic parameters of housing needs and desires:
  - what kinds of households, families and individuals,
  - what income levels and ability to pay.
- ii. survey and evaluate existing and anticipated characteristics and resources of the neighbourhood, insofar as they bear on the housing objectives:
  - internal or external threats to neighbourhood stability; neighbourhood resources; problems and advantages to be overcome or exploited of a resident, municipal, institutional or other nature.
- iii. survey and evaluate the existing housing stock in terms of buildings and sites available, physical conditions, acquisition costs and renovation budgets.

- iv. Develop internal planning and equipment techniques to adapt the generally encountered interior arrangements which characterize existing houses (2 or 3 basic layouts characterize about all older houses in a neighbourhood) to more intensive, probably multiple, utilization.
- v. Analyze codified requirements imposed by municipal planning, zoning, building, maintenance and occupancy regulations, and by CMHC and other sources.  
Develop proposals which realistically recognize health, safety and maintenance obligations, but which realistically relate to the older stock of central city housing. Such matters as fire exiting, fire resistance, heating systems, room dimension standards, site coverage, setbacks and parking requirements require re-appraisal if the older housing is to be utilized.
- vi. Determine constructional approaches to the renovation; employment of existing contractors and sub-contractors; utilization of assisted programs such as LIP and its successors; development of self-help approaches; formulation of special construction organizations.
- vii. Determine financing methods involving site acquisitions, renovation costs, mortgage amount and amortization characteristics, management costs, operating costs; resulting shelter costs, ability to pay on other profitable, full recovery or subsidized basis.

- viii. Develop forms of organization to sponsor, program, own, operate, evaluate such forms of innovative social housing, including management and operating implications. Community involvement is important. Forms of tenure might range from ownership, to cooperative, to non-profit, to condominium, to rental systems.
- ix. Monitor the demonstration over an adequate period of time to guide further developments in the utilization of the existing housing stock.

# INNOVATION THIRTEEN - OPTIMUM UTILIZATION OF THE EXISTING HOUSING STOCK.

LANE

Unless property runs back to a lane, parking is difficult.

In older central city areas, lots and houses tend to be narrow (15' or so) and deep. The houses, frequently attached, are indented at the rear to provide light and ventilation to the central rooms. Basements often do not extend into the narrow rear portion and are usually of low headroom.

It is difficult to connect upper suites to the rear yard for play.

Basement should be accessible to all for laundry and storage.

Fire exit, particularly from upper suites may pose a problem. Fire resistance ratings must be met between suites and enclosing fire exiting facilities.

Stairs are usually in one of these two positions. They are expensive to relocate and so must remain.

If the endeavour is to alter the house into several self-contained suites, the centre stair poses more difficulty isolating the front room. This, if large enough, can become a bed-sitter provided there is enough room to install a washroom and a kitchenette device.

Side stairs permit 2 suites on the ground floor if the house area is adequate.

STREET.

Different housing environments require fundamentally different approaches

Innovation Fourteen    Optimum Development of an Existing  
Residential Environment

The Innovation-to assess and develop the potential of the residential collective, be it precinct, neighbourhood or community, particularly in older central city areas, with emphasis on social and economic considerations and on overall urban planning and design implications.

Purpose of the Innovation-to improve and preserve the existing residential environment of towns and cities so that the established neighbourhood and community values, the complex web of social institutions and activities, the urban life style and the attraction which city dwelling holds for a great diversity of people as individuals, families or groups may continue to function. The enormous inventory of existing dwellings in various conditions of occupancy and maintenance and the many neighbourhoods of greater or lesser attraction and viability deserves as much innovative consideration as the fractional increase to their number which each year's new residential construction represents. Better housing conditions, neighbourhood stability, increased community involvement, manpower training, a productive involvement

for such socio-economic programs as LIP or OFY are the kinds of inter-related benefits that such innovative activity could generate.

Limitations-every city, every town is a unique phenomenon;

indeed every neighbourhood or precinct within a town is unlike any other. For this reason, an innovative demonstration based on a specific area and its housing stock may be much too parochial. Nonetheless, methodology, goals, limitations, the nature of social and physical problems and possibilities encountered will only be developed and understood by direct experience, not by paper theorizing.

Approaches to the Innovation-as public, private and institutional

involvement is required in neighbourhood improvement, possibly a joint committee of neighbours and neighbourhood institutions, appropriate civic departments, and political representatives should be formed. Social, legal financial, planning and architectural consultants could be engaged to serve the joint committee. In certain instances, responsible private developers could participate in the neighbourhood improvement work.

-the idea is by no means original or untried (examples such as Trefann Court in Toronto,

Inglewood community in Calgary, Westmount in Vancouver, Petit Bourgogne in Montreal, or American experiences such as those undertaken in central Philadelphia.)

-but there has been too little activity and too little constructive thinking in this important innovative area. Too often, what has been done has been triggered by threatening circumstances, a more negative approach than the positive one of catalyzing improvement.

-a comprehensive demonstration study and activity of an appropriate area might include:

- establishment of a joint committee to ensure practical and effective community involvement

- to determine the objectives and consequent programs of improvement

- to assess and evaluate problems and possibilities within the neighbourhood

- to participate in the derivation of solutions, whether physical, social, or economic

- to evaluate alternatives and choose a solution

- to implement the solution

- to monitor the success and failure of the demonstration

- to administer on-going functions.
- survey and evaluate: -the existing stock of dwellings and other buildings
- neighbourhood planning aspects--  
particularly traffic, parking, non-conforming uses, possibility of infill
- open spaces
- social-recreational needs
- social problems and opportunities
- official planning and zoning affecting the area
- codes and bylaws
- population needs and demands
- future prospects and goals
- surveys should be limited to what is useful to the neighbourhood improvement operation. Surveying is not an end in itself.
- it is a bit presumptuous to call the physical actions that might be undertaken as a result of the neighbourhood improvement program innovative. Any innovation would be by way of action, not so much by way of ideas. But the following might serve as a starting list.
- street closings where feasible to correct traffic problems and/or to create active and passive open space

- coordination and rationalization of neighbourhood parking provisions
- creation of places where people may naturally meet
- improve social safety by increasing the "defensible space" and reasonable surveillance by neighbours of the daily activities of the community
- improved landscaping--tree planting, hard surfaces
- rehabilitation, renovation of dwellings (see above)
- provision of social-recreational amenities
- improved municipal services--street lighting, garbage collection, road, sidewalk, and curb repairs, general neighbourhood housekeeping.

Implementation-in a word: choose one or two demonstration areas in Ontario cities and get to work....It may be well to choose an area with a recognizable physical and social identity, one which fits the evolving fabric of the city and which may even have some forms of neighbourhood institutions upon which to focus.

## THE PROBLEM

IV-85

external pressure by extending redevelopment or townhouses

- some good houses and some needing repair.
- many rooming houses.
- very narrow deep lots
- some old houses of architectural merit worth preserving.

- surrounding busy streets, local shopping.
- long uninterrupted blocks.
- curbs and sidewalks broken.
- street and lane lighting inadequate.
- existing neighbourhood centre on a tight lot.
- cramped school grounds.
- traffic speeds through neighbourhood.
- no local park or play space.
- unused vacant properties.
- insufficient parking.
- under-used rear lanes lined with garages and sheds.

## An existing good neighbourhood in trouble

street tree planting

- sidewalk and curb repairs, lighting, improved garbage collection and general neighbourhood housekeeping.

- enlarged property for child nursery at existing centre.
- local park also enlarges school grounds.
- improved local shopping.
- pedestrian walkway across neighbourhood.

- streets dead-ended and re-designed with landscape and parking bays. Hard surface play areas and emergency vehicular access between dead ends.

- mid-block neighbourhood parking bays on lanes and using parts of deep lots

- preserve architecturally good houses

- ▣ indicates houses scattered through neighbourhood acquired by neighbourhood non profit housing company and rebuilt for more intensive use
- indicates properties privately improved
- ▣ indicates infill housing

THE SOLUTION.

INNOVATION FOURTEEN

OPTIMUM DEVELOPMENT OF AN EXISTING RESIDENTIAL ENVIRONMENT.







Ontario

Ministry of

Housing

Hon. Donald R. Irvine, *Minister*

R.M. Warren, *Deputy Minister*